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STATE OF NEW YORK

No. 28–D.

IN ASSEMBLY

March 6, 1912

ANNUAL REPORT

OF THE

Bureau of Industries and Immigratio

STATE OF NEW YORK:

Department of Labor,

Albany, *March* 6, 1912

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submitted

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Commissioner

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IX LEGISLATION.
X RECOMMENDATIONS.

Carola Woerishoffer

The Bureau has suffered an irreparable loss in the death of Miss Carola Woerishoffer, a special investigator who came into the service in the belief that she could be of most use here to the working people. Her contributions to the administrative work, her relief of the many helpless injured people she found in the course of her duties, were not more noteworthy than the splendid courage she showed in gathering information, her frank and fearless statement of the facts as she found them, her untiring devotion to the ideals of the work, and her singleness of purpose. The State has had no enrolled soldier who has responded to every call more promptly, who has performed the duties set him more unflinchingly, or who has given his life more utterly on the field of battle than she in the cause in which she believed.

I.

IMMIGRATION POLICY OF NEW YORK STATE

I.

IMMIGRATION POLICY OF NEW YORK STATE

In the closing days of the session of 1910, the New York State Legislature passed four bills which marked a new era in the humanitarian and industrial legislation of the State. It established a policy and created a new kind of administrative machinery which now seem destined to lead both the Federal and State Governments in the development of a domestic policy in dealing with admitted aliens. These were the four immigration bills which created the Bureau of Industries and Immigration, and regulated private bankers, steamship ticket agents and notaries public.

In administering these laws, New York State carries out traditions and precedents established by the forefathers of many of its leading American citizens, and has risen to its great opportunity as the State which receives, educates and distributes nearly three-fourths of all aliens arriving in this country.

In the early days of immigration, the admission of aliens, as well as their protection, was a matter of State regulation. As early as 1824 a law was passed, requiring masters of vessels to report to the mayor the name, place of birth, age, occupation and other facts concerning all immigrant passengers, within twenty-four hours after arrival, and requiring securities for all persons under physical or mental disabilities. Each alien was also compelled to report himself to the mayor within twenty-four hours.

In 1847, the Legislature passed a resolution calling upon Congress to take action with reference to matters outside of New York in the following terms:

> "WHEREAS, The regulation of commerce between foreign countries and the United States belongs, by virtue of the Constitution, to the Congress of the latter: AND WHEREAS, from the increase of emigration within the last few years, the transportation of steerage passengers from the nations of

Europe to this country has become a large and lucrative branch of commerce, profitable in proportion to the number of persons who can be induced to take passage on board of each vessel employed in this trade; AND WHEREAS, many inhumane persons, careless of the wants, the health and the comfort of their passengers, and eager only for gain, are now engaged in such transportation; AND WHEREAS, almost weekly, some such vessel swarming with human beings arrives at our port, and the details of their sufferings arising from the crowded state of such vessels, the neglect of the master to see secured a sufficiency of provisions and water for the voyage, and the conveniences of preparing food; inattention of such masters to cleanliness of the steerage, and the comfort and health of the passengers are shocking to our sense of humanity and disgraceful to any country possessing power to prevent the recurrence of such enormities; THEREFORE,

"RESOLVED (if the Senate concur), That our Senators in Congress be instructed, and our Representatives requested to use their best efforts to obtain the passage of a law, limiting and defining the number of passengers for each vessel engaged in the transportation of passengers from any foreign country to the United States, according to her burthen, determining the quantity of provisions and water for each passenger on the voyage, securing the presence of a physician on shipboard, and prohibiting the stowing of merchandise or other freight between decks, when occupied by immigrant passengers, and containing such other regulations as may be thought necessary or proper, to prevent the great and crying evils, which at present so often occur, and which are so contrary to the controlling and benevolent spirit of the age."

In the same year, turning to its own State problems, the Legislature created a Board of Emigration Commissioners with power to regulate immigration and protect immigrants. Under this Board, laws were passed giving the State such powers as transferring aliens from one part of the State to another, securing employment, taking charge of the personal property of deceased parents and appropriating it for the benefit of the orphans; licensing immigrant boarding houses and requiring charges to be posted; licensing runners; appointing from time to time proper persons to board vessels from foreign ports to advise immigrants against fraud; regulating bookers of immigrant passengers; and prohibiting any officers in the employment of the Board from

soliciting custom from any transportation line or being interested in any way in the forwarding of immigrants.

This State Board controlled immigration and protected resident aliens until 1889, when the Federal Government assumed full responsibility for the admission and deportation of aliens. From the time when the State Board of Emigration Commissioners went out of existence until 1908, the State had no official knowledge of the hundreds of thousands of aliens arriving within its borders, other than through the State census which is taken of its entire population.

The splendid protective laws passed during the administration of the Board of Emigration Commissioners were rendered inoperative by the retirement of the only body knowing their purpose and charged with their enforcement. Where retained in subsequently enacted charters, they have become dead letters, because penalties have been omitted and their provisions so emasculated as to destroy their intent. This is true, notwithstanding that the dangers the Board of Emigration Commissioners sought to guard against in the matters of health, exploitation, fraud, congestion and unemployment have increased tremendously. The number of persons arriving at the port of New York since 1889 has far exceeded the earlier immigration. The growth of cities, the changes in the character of the immigration from English speaking and northern races to non-English speaking and southern races, and the complexity of industrial life, have increased rather than decreased the need of protection and distribution which were withdrawn at the very time the great increase in immigration began.

It was found after the Federal authorities had assumed control of the admission of aliens, that even their facilities were not adequate for deporting aliens, and that the public institutions in the State were receiving a considerable number of aliens as public charges. In 1896, by amendment to the Insanity Law, a Board of Alienists, consisting of three experts, was created to receive from State institutions names of alien residents, to examine into their sanity, and to co-operate with the Federal authorities in obtaining their deportation if they were found to come within the provisions of the Federal law.

The State Charities Law was also amended creating a Superintendent of Alien Poor, charged with similar duties in co-operating with the Federal Government in having aliens deported who had become inmates of charitable institutions.

The establishment of these two supplemental State bodies to deal with deportation, after this matter had been undertaken by the Federal Government, is the best possible acknowledgment of the necessity for co-operation between the State and Federal Governments in dealing effectively with immigration. There had been, however, no revival of the protective and distributive measures which had been rendered obsolete in 1889.

The desertion of farms and the cry for farm labor became so great, in the absence of any such State machinery, that in 1906 the State Department of Agriculture established a Farm Bureau, with its chief office in New York City, for the purpose of supplying labor to farms, and at the same time compiled information for persons desiring to invest in farms.

In 1908, the work of these decentralized and inadequate State organizations and the prevailing conditions among immigrants in the State, were brought to the attention of Governor Hughes and the Legislature.

Residents of this State may differ radically as to the desirability of further immigration, but it was clear to those who brought the matter to the attention of the Legislature, that, once admitted, the immigrant faces conditions such as does no American born resident, and the State, for its own welfare, should recognize and meet these conditions squarely.

Immigrants on arrival are unfamiliar with the customs, traditions, government and laws, which are very complicated in a city and state like New York. The American boy and girl learn these from childhood up. The State expects immediate obedience to these laws, but in no way provides for the diffusion of the necessary information. Immigrants are unfamiliar with the English language — the most open door to social, political and economic progress — and must depend upon their countrymen's interpretation of it.

Immigrants who have lived the narrow, static, domestic life of peasants, on arrival are homeless, unemployed, migratory, and

to a considerable degree unattached to families — conditions which make them an easy prey to exploitation. In the matter of savings, legal affairs and travel, they are in a different position from the American, since their problems are international. The real human problems of immigration are not only to be found in the overcrowding, bad food and sanitation experienced on board ship, where these are alleged to exist, and on which attention is largely focused, but follow in the long days or years of struggle to find a foothold. They are inherent in the great cities, in congested quarters, in isolated barbarian camps and colonies, in small communities where aliens are huddled in neglected corners by themselves, in high-power, hard-driven industries; and the results appear in hospitals, almshouses and prisons, and in the second generation entering schools and industries.

The presentation of such facts to the Governor and Legislature resulted in the appointment of a State Immigration Commission, consisting of nine members, which was authorized to make an investigation into the condition and welfare of aliens within the State.[1] The Commission recommended the passage of the four bills, to which reference has been made, these to constitute the initial experiment of working out a policy for New York State.[2]

This policy, as indicated in the law creating the Bureau, and the activities of the Bureau, hereinafter set forth in detail, may be summarized as follows:

Believing that an alien's first impression, his first experiences on arrival and his first contact with American institutions, are the most lasting; that if his property rights and liberty are not respected on arrival he cannot be expected to respect those of people resident here; and that if he has not been given a square deal he will later visit his early experiences upon his newly arrived brothers; the State has undertaken, so far as its facilities permit, to make these early experiences forces for real civilization.

---

[1] The Commission consisted of Louis Marshall, Chairman; Frances A. Kellor, Secretary and Treasurer; and Chas. W. Larmon, Marcus M. Marks, James B. Reynolds, Gino C. Speranza, Lillian D. Wald, the late Justice Edward B. Whitney, and the late Philip V. Danahy.

[2] The report of the Commission may be obtained from the Bureau.

The word which these humble arrivals send back to their own countries inspires or discourages their countrymen. Their understanding of liberty and justice, as shown to them in this country, goes a long way to win freedom and enlightened governmental action for their less fortunate brothers in their own country, or the reverse. It is therefore no longer an individual matter, but a community matter, and it is New York State's obligation to the progress of civilization in both the old and new countries. to assure the alien a fair start and a safe road of travel.

Believing that whatever makes the alien a better producer and larger consumer; whatever makes him an understanding, independent and thoughtful citizen; whatever puts him in possession of his own land, or gives him honest employment and self-respect; whatever puts into his life a love for his adopted State and makes him feel a part of the new democracy; whatever brings to him the hand of fellowship, makes him feel a man among men and lessens the distinction between alien and American; whatever teaches him to work with and stand by his fellow workman; that all of these make directly and powerfully for stability and progress; the State has undertaken to assure these, so far as possible to its resident aliens, as well as to its citizens, and thereby to carry out the guaranties of its constitution and of the treaty provisions made by the Federal Government.

Not too late has the State realized that in this country these matters have too long been entrusted to philanthropy and to the representatives of foreign governments. With the growth of immigration and negligence on the part of the Government, philanthropies have multiplied until practically all of the protective and distributive work among aliens is undertaken by them. Some of this work is highly essential and efficient and must always precede and awaken the public conscience, but a considerable part of it is the obligation of the State.

Foreign governments have established powerful agencies in this State for the protection of their countrymen. Necessary as these may be, where states are too thoughtless or negligent to assume their own responsibility, the preservation of the American standard of living, protection of American workmen and the making of new races into Americans is too precious a part of the

American's inheritance to be left to governments whose main interest must necessarily be in the alien as a subject rather than as a citizen of a new country. The process of Americanization, whether by distribution, education, assimilation or protection, should not be circumscribed by benevolence or directed by alien governments, but is a matter of state and national welfare and responsibility. These are not matters of material progress alone, but of patriotism as well, and while the initiative of philanthropies, the enterprise of business and the co-operation of foreign governments are of great value, they should be led by an enlightened home government.

The Bureau of Industries and Immigration, clothed with the power of carrying out this State policy, has endeavored to accomplish this in four ways:

First. By assuring to every admitted alien, handicapped by unfamiliarity with the language, country, laws and customs, remote from friends or relatives, unemployed or exploited, a hearing in which he may state, in his own language if necessary, his complaint or difficulty, and have an impartial inquiry made into the matter. It was also contemplated that the Bureau should act as a mediator in bringing aggrieved parties together for the purpose of settling matters in dispute, and where this method failed, that, through existing authorities, the State should act on behalf of the alien.

Second. By obtaining the enforcement of existing laws, designed to prevent crime, fraud and exploitation, and by securing the enactment of further legislation necessary to this end.

Third. By undertaking studies and investigations of living and labor conditions, and submitting as the result of such studies, recommendations for improvements.

Fourth. By publishing and distributing information which will facilitate assimilation.

In carrying out the intention of the Legislature along these four lines, the work during the first year has been both preventive and remedial. Under its general powers the Bureau has endeavored to simplify the problems and to increase or make avail-

[1]Chart I on Route of the Immigrant.

able, social and industrial opportunities which make remedial action unnecessary. Under its special powers, by enforcement of laws, some of which may seem unimportant, it has sought to make each individual or corporation understand and respect their provisions, thereby righting wrongs and preventing frauds and injuries which are not possible where the simple mandates designed to safe-guard the public's interests are obeyed.

It is not possible in any report to estimate the amount of exploitation and fraud which has been prevented. Very frequently an investigation, a summons to the Bureau, or a letter calling attention to the practices being carried on, has caused the exploiter to quietly fold his tent and fade away. In other instances, with the co-operation of postal authorities and newspapers, and by publicity campaigns, the exploiter has been prevented from reaching his intended victims and has given up the practice, and even left the State and country. So untenable are the positions and so brazen are the methods of some of these exploiters, that the fact that the State is interested in their hitherto undisturbed harvest field is enough to send them to cover.

The educational work done by the Bureau, through bringing these laws to the attention of those dealing with aliens, through explaining their purpose and through describing the conditions they are designed to remedy, has been considerable, and has resulted, in many definite ways, in a more enlightened and fairer treatment of the alien by business interests, and in the subsequent co-operation of the latter.

The Immigration Commission, in its report, very clearly defined its belief that there was a field for State activity which would in no way conflict with or duplicate the powers or activities of the Federal Government. The Bureau in no way deals with any matters of exclusion or admission, confining its activities entirely to admitted aliens resident within the State. In no instance has there been the slightest conflict of authority or of jurisdiction. In almost every line of activity undertaken by the Bureau, the Federal Government is without powers of investigation or of remedy, and in some of these fields the powers of the State are limited, as in inter-state transactions.

It is therefore recommended that a co-ordinating and protective Federal bureau be established with ample powers of investigation and adjustment.[1] Such a Federal Bureau would further the establishment in other states of similar bureaus to that of New York, would supplement the work of existing bureaus, and would deal with questions of distribution, protection and assimilation which affect the states jointly.[2]

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[1] See page 39 for report on the action of various states on this matter.

[2] *Needed A Domestic Immigration Policy*, by Frances A. Kellor, North American Review, April, 1911.

II.

ORGANIZATION OF THE BUREAU OF INDUSTRIES AND IMMIGRATION.

II.

OFFICE ORGANIZATION.

The Bureau was opened October 3, 1910. The appropriation of $9,700 provided for a chief investigator, five special investigators and one stenographer.[1] Three temporary investigators served from October 10th to January 7th; one from October 26th to November 15th; and two from December 8th to January 7th, giving the Bureau its full quota of employees for less than one month during the first three months of its existence. A special agent from the Department of Labor was transferred and served from October 17th to January 3d. The Bureau did not have the services of an official stenographer until December 1st, as an effort was made to secure one who could also act as an interpreter. On January 9th, three investigators were appointed from the certified list, and on January 16th, the remaining two, giving the Bureau its full, permanent force three and one-half months after the office was opened.

These investigators and stenographer now provide for the following languages: Italian, Polish, German, Yiddish, French and Hungarian. Notwithstanding the care exercised in the selection of officers, the Bureau is without interpreters for the Russian, Greek and Slav languages, and for the services of such interpreters it is indebted to the Federal Division of Information, various consuls, and especially to the North American Civic League for Immigrants, which has furnished interpreters for both hearings and investigations.

No appropriation having been made for any quarters, the Bureau used temporarily the Commissioner's office at 381 Fourth avenue. This room was soon overcrowded with employees and

[1] The appropriation granted by the Legislature was $41,000, but this was reduced to $9,700 by Governor Hughes.

persons working active and assistance, and was not suitable for the Bureau's work. It was impossible after 6:30 in the evening and was difficult to find by persons unfamiliar with English, elevator service and office buildings. In order to meet these difficulties and provide for evening and Sunday office hours, which seemed highly desirable to save the time of working people, the first floor of a house at 40 East Twenty-ninth street was taken on February 1st, and on October 1st the Bureau had to enlarge its quarters and now occupies the first two floors at 22 East Thirtieth street.

Next to New York City, the Buffalo-Rochester section of the State contains the most immigrants. Although New York City could ill afford to spare one of its small force of five investigators, the upstate immigrants were without the protection of even benevolent organizations, and a branch office with a special investigator in charge was opened in Buffalo on March 1st. Through the courtesy of the Charity Organization Society, office room was furnished at 165 Swan street, and other co-operation given which has made this extension of the work possible. The office is now located in the new Department of Labor office in the D. S. Morgan Building. The investigator in Buffalo is thus able to investigate complaints and study conditions in western New York more economically, in both time and money, than if an investigator were detailed from New York City.

The Williamsburg-Greenpoint sections of Brooklyn contain large colonies of immigrants, there being approximately 20,000 Poles and between 30,000 and 40,000 Italians in these neighborhoods. Through the courtesy of the North American Civic League for Immigrants, the Bureau has been able to open a branch office at 592 Manhattan avenue, which is open daily and Wednesday and Thursday evenings. The Bureau finds these branch offices most successful in reaching the people, in understanding their needs, and in affording protection.

The Legislature of 1911 made provision for a counsel, who began his work October 1st. The Department of Labor allowed $1,300 for the rental of quarters beginning October 1, 1911.

It would not, however, have been possible to have laid the foundation and accomplished the results hereinafter set forth in this re-

port, with the appropriation made by the Legislature, which provided only for the salaries of an administrator, one stenographer and a small field force. These officers would have been handicapped in every way and their services largely nullified, had there been no headquarters, no clerical service, no supplies and no available funds for traveling expenses. The appropriation has, therefore, been supplemented in two ways. From the general fund at his disposal, traveling expenses of the investigators, supplies and printing have been met by the Commissioner of Labor. In addition to this, the sum of $9,695,31 has been expended for the necessary legal, clerical and stenographic services required, and such supplies and furnishings, rent, etc., as were necessary to the efficient conduct of this office, from funds contributed by the Chief Investigator and Miss Carola Woerishoffer, Special Investigator.[1]

In addition, the co-operation of the North American Civic League for Immigrants, a philanthropic organization which devotes its energies to the distribution, education and protection of aliens in the States of New York and New Jersey, has been invaluable and can not be estimated financially. The very valuable records of this organization, its investigations and the services of its staff, wherever the Bureau thought it proper to use them, have been placed at its disposal. The services of this organization have been especially helpful in Buffalo and Rochester, the Bureau having but one representative stationed at the first named point, and none at the second. A large percentage of the complaints dealt with have been brought to the attention of the Bureau by this organization.

Another factor in the development of the work of the Bureau has been the co-operation of the foreign consuls stationed at New York and Buffalo. At first there was some resentment that the State should undertake work that had always been left to the consuls, but the latter soon found that the State was able to take action in many matters, where they could not act, and that it was not hampered by the red tape of a remote home office. There has, therefore, been cordial co-operation with no conflict of authority.

In a similar way there has been the fullest co-operation between this Bureau and the Division of Information of the Bureau of

1 See Chart II for financial statement.

Immigration and Naturalization of the Department of Commerce and Labor, which has an office in New York City. The Federal Division has been of great assistance in finding employment for aliens, and this Bureau has afforded protection to aliens applying to the Division of Information. Beginning with January 1, 1912, arrangements have been made to have a representative of this Bureau stationed at the office of the Federal Division, thereby further cementing the relations of the two governmental agencies. It is the intention of a number of states having Bureaus of Immigration to attach such representatives to the Federal Bureau, and New York is the first state to make the experiment.

The most cordial co-operation has also existed between the Bureau and the Farm Labor Bureau of the State Department of Agriculture, with offices in New York City. It has very materially assisted the Bureau in caring for the unemployed, and it has been found that the work of one Bureau supplemented that of the other, without conflict of jurisdiction or of function.

Next to obtaining a permanent staff and suitable quarters, the greatest problem has been the development of a business system. The Bureau inherited the records of the State Immigration Commission which gave it a valuable basis for its work and also brought existing conditions immediately to its attention. A number of difficult problems had been saved up by various organizations and individuals, and solutions of problems and determination of policies, as well as questions of administration, faced the Bureau from the first day of its organization. There was practically no free time to organize, and every form, blank, circular and schedule had to be devised to meet pressing needs. The system adopted is by no means adequate or satisfactory, but illustrates the progress of the Bureau.[1]

FIELD ORGANIZATION.

In most new bureaus, charged with the enforcement of laws, such regulations are a part of the law creating the bureau, and

[1] The business organization of the Bureau is described in a separate report, containing copies of forms, schedules, regulations, etc., and is intended for the use of such officials as may desire it in the organization of similar work. This report also contains a statement of the experiment made with methods of field service to determine the best use of a small force to cover a State of such great distances and to ascertain the best methods of assigning subjects and complaints and of verifying data.

violations are clearly defined and more or less easily ascertained. But in this Bureau, its functions are those of a *co-ordinating bureau,* charged wth bringing to the notice of the proper authorities, violations of a miscellaneous number of laws, scattered through the statutes and city ordinances. Very frequently notice of the exploitation, fraud or prevailing evil is first brought to the attention of the Bureau and then search must be made for a remedy. If this does not exist in law, the Bureau still makes the effort to see that justice is done by appealing to the fairness and manhood of the parties involved. Owing to the experimental nature of the Bureau, it has attempted to deal with all phases of the subject in order to lay a broad foundation for its future work, and to outline the methods best adapted to carry out the purposes which the Legislature had in mind. Therefore, the matters regulated, investigated or adjusted range from the simple one of observing whether a stemship ticket agent posts his authorization, or from the untangling of a domestic misunderstanding, to unraveling the complicated details of the transmission of money abroad, which may involve the study of a banking system, the making of transcripts of books and the verifying of accounts, or to the many varied details of some clever land swindle or bogus colonization scheme.[1]

Field organization has been difficult, for reasons other than the variety of subjects involved. The seasonal work which confronts the Bureau, to be even approximately well done, would require all of the small force on one subject, as labor camps in the summer, and railway stations and docks in the fall when the Christmas rush to the old country makes New York City a harvest field for exploiters. In a State where the distances are so great, where aliens are so scattered in small communities, where colonies and camps are so isolated, and where each investigator has to act as an interpreter in many languages, as well as perform the duties of an inspector, it is manifest that even with the most scientific management, and with the fullest co-operation of every officer, which has been most willingly given, the Bureau has only made a beginning in the matter of dealing with aliens throughout the State.

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[1] See page 123, Complaint and Adjustment Division.

Roughly computed, 2,956 investigations have been made of subjects and 749 investigations of complaints. No record has been kept of the number of visits involved in each investigation, the range being from 1 to 17 for each subject or case.

The least possible equipment for efficiency requires the assignment of investigators to the western, central, northern and eastern sections of the State, with headquarters at such points as Buffalo, Rochester, Syracuse, Utica, Watertown, Albany and Poughkeepsie. These are industrial centers around which are grouped colonies of aliens. This is especially important in view of the extensive public improvements now being carried on in this State.

REACHING THE IMMIGRANT.

Not the least important matter has been making the services of this Bureau available to the immigrant. The Bureau has not adopted the current theory that protective agencies should wait for the alien to find them, knowing full well that the exploiters who prey upon him pursue no such policy. It has realized that a vital and immediate contact with the immigrant must be made. After various experiments, a press information bureau was put into operation which is bringing good results. The following announcement was sent to 962 newspapers published in foreign languages in this country:

> "The State of New York, on October 1, 1910, opened its new Bureau of Industries and Immigration for the protection, information, and distribution of immigrants within the State. The main office is at 40 East 29th street, and is open daily from 9 to 5, Wednesday evenings from 7 to 10, and Sunday mornings from 9:30 to 1. Telephone, 7779 Madison Square. A second office will be opened in Buffalo on March 1st in the Fitch Institute Building, 165 Swan street.
>
> "The Bureau provides first, a tribunal where any immigrant may bring his troubles, whether he has been exploited, defrauded, mistreated, intimidated, misinformed or is in search of advice, information or knowledge which will help him to help himself. The State wants to know what the difficulties and problems of its law abiding immigrants are, why they fail and where they succeed, and to make them, if possible, helpful to the next stranger that comes in.

"The Bureau does not furnish employment but it directs men to reliable agencies, investigates the need and demand for labor throughout the State, and facilitates the location of industries outside the cities. It is also in a position to advise on matters of education, civics, and land opportunities in the State.

"In its broadest sense, the Bureau has been established to understand and deal intelligently with the conditions of immigrants within the State, to bring to their aid the laws that exist for their protection and to help them become useful and successful citizens. It has already helped immigrants who have been defrauded or mistreated by employment agents, commissaries or padroni, contractors, private bankers, notaries public, immigrant homes and boarding houses, advocates and military and inheritance agents, steamship ticket agents, loan and land companies, medical companies, transportation companies, etc.

"The Bureau does not furnish relief or financial aid but directs those in need to such existing agencies. All of its services are without charge and communications or complaints in any language are dealt with."

Replies have been received showing that this announcement has been widely circulated, and 57 translations into English from various languages have been made. From information now on file, the Bureau is able to ascertain not only the editors, location and nationality of each paper, but its policy and the nature of the material generally used and can immediately reach any group of aliens through this medium.

Realizing that prosecutions and remedies in individual cases will not necessarily prevent further frauds, a group of 50 newspapers representing all nationalities and languages, including English, has been selected and whenever widespread frauds are detected and proved, exploiters apprehended, or fraudulent institutions closed, notice is sent to these papers asking them to acquaint their countrymen with the facts. They are also furnished with general educational material, acquainting them with what the Government and Americans are doing in the interests of the country and of the alien.

As a result of the publication of such information, the Bureau found that fraudulent and exploiting concerns, which may be

quite innocent looking in New York City, and often not dealing with New York City residents, reach thousands of people throughout America, and it has received complaints and appeals for protection from all parts of the country. It has now devised a system by which advertisements relating to matters of vital importance to aliens, such as banking, legal affairs, employment, etc., are translated and investigated, and if they bear the easily discernible earmarks of fraud, an effort is made to suppress the advertisement, thereby preventing a continuance of the fraud.

Inasmuch as newspapers are very frequently the only known centers to which immigrants can bring their troubles, they are in a position to render valuable co-operation which is not surpassed by any other medium. Although the experiment is new, the response of the foreign press in this country has been prompt and appreciative of the work being done by the State for their countrymen.

III

REPORT OF THE BUREAU

III

DISTRIBUTION OF LABOR[1]

Industrial Opportunities: Section 153. *"The Commissioner of Labor shall have the power to make full inquiry, examination and investigation into the condition, welfare and industrial opportunities of all aliens arriving and being within the State. * * * Shall also have the power to collect information with respect to the need and demand for labor by the several agricultural, industrial and other productive activities, including public works throughout the State."*

In pursuance of this provision, a list of 630 supervisors was obtained from 53 clerks of county boards and a schedule sent to them requesting information. Two hundred and seventeen replied, representing all counties but two in the State. The same schedule was sent to 24 chambers of commerce, of which 18 replied, and to the granges throughout the State, of which 154 replied, making a total of 389 replies from all parts of the State.

For ready reference these data have been arranged on card files and an industrial map is being prepared, showing the sections in each county throughout the State in which aliens of different nationalities are permanently located or are desired and the advantages of the localities to aliens.

Such information is essential. Removing aliens from the city is not necessarily permanent nor successful distribution. Before leaving the alluring city and their countrymen, they wish to know whether any one of their nationality lives in the new locality or near it, what it will cost to live, whether there is a school near by for their children and a church of their faith, and whether their employment is likely to be seasonal or permanent; otherwise they migrate from one place to another seeking such conditions. The information compiled by the Bureau includes these data and is at

[1] See Chart III on Distribution.

the disposal of all distributing agencies, including free employment agencies and farm bureaus.[1]

The Bureau has also co-operated with transportation lines interested in New York State distribution. Throughout the State there exists a great amount of good business machinery which might well be used in distribution, if organized for the purpose.

In co-operation with the distribution committee of the North American Civic League for Immigrants upon which are represented the New York State Department of Agriculture and the Federal Division of Information, a sixteen-page pamphlet was prepared for the Bureau and consent obtained to have this distributed at Ellis Island to incoming immigrants destined to New York City. Some of the schools in the western part of the State are distributing these pamphlets to families, through the children, and they have also been distributed in immigrant communities and labor camps. Twenty thousand copies, illustrated and with color cover, were printed in combined English, with Polish, and with Italian, containing the following divisions: (1) Advice to immigrants regarding care of their property, employment, labor laws, etc.; (2) Description of farming conditions, intended to interest aliens in leaving the city; (3) Information upon educational facilities, child labor, tenement house labor, health law requirements, naturalization, with table showing equivalents of foreign money in American money; (4) Description of the various governmental bureaus of information and their facilities in New York State.

REGULATION OF DISTRIBUTION AGENCIES

Supply of Labor: Section 153. *"The Commissioner of Labor shall have power to ascertain the occupations for which aliens shall be best adapted and to bring about intercommunication between them and the several activities requiring labor which will promote their respective needs."*

[1] The Legislature of 1911 passed a law providing for the compilation and publication annually of an industrial directory, by the Department of Labor, which will supplement the work of the Bureau by supplying information regarding the location, facilities and conditions in present industries, and the opportunities for the location of new industries or their removal from congested centers.

To this end, section 155 requires a registry of all employment agencies throughout the State whether requiring a fee or not. Six hundred and ninety-three such agencies have been registered under the following provision:

> *"All employment agencies * * * shall on or before the first day of October, nineteen hundred and ten, and annually thereafter, file with the Commissioner of Labor a statement containing the name of the person, firm, corporation or association conducting such agency, the street and number of the place where the same shall be conducted and showing whether said agency is licensed or unlicensed, and if licensed, specifying the date and duration of the license, by whom granted and number thereof."*

To this end, section 155 requires all agencies furnishing employment, whether free or charging a fee, to keep in the office thereof:

> *"A full record of the country of the birth of those for whom places or positions are secured, their length of residence in this country, and the name and address of the person, firm or corporation to whom the persons for whom such places or positions are secured shall be sent, the occupation for which employment shall be secured, and the compensation to be paid to the person employed."*

Under this provision 574 private agencies in New York City and 43 in other parts of the State and 46 free agencies have been instructed to keep this information which will be compiled at the end of each year. Upon this information may be based some practical measures for interchanging information, facilitating distribution and fitting the person into the work for which he is best adapted. This is the first attempt on the part of any state to keep a registry of unemployed aliens, with a view to studying the actual problem of distribution.

> *Section* 153, *Subd.* 4. *"The Commissioner of Labor shall inspect all employment and contract labor agencies dealing principally with aliens or who secure or negotiate contracts for their employment within the State."*

Not only does the law require a registry of agencies and the keeping of the data above specified, but it provides for inspection

of all agencies whether they charge a fee or not. Those charging a fee are required to be licensed and are regulated under chapter 700 of the Laws of 1910, which applies to cities only, the enforcement of which is entrusted to their respective mayors. In accordance with its policy of co-operation, so clearly laid down in the law creating the Bureau, no attempt has been made to enforce the provisions of chapter 700 in cities of the first class. In New York City and Buffalo twenty complaints have been referred and have received prompt attention. Rochester is exempt under a charter provision passed subsequent to the enactment of the employment agency law.

Through a misunderstanding of the purpose of the section authorizing the supervison of such agencies, municipal authorities in New York City, charged with the enforcement of the law regulating private employment agencies, made an unsuccessful attempt in the Legislature of 1911 to repeal this section of the law before it had had a fair trial.

New York is the first state to extend its supervision to free agencies. Forty-six inspections have been made of such agencies. In New York City a number of such agencies have come together on a clearing house basis and the Bureau is interested in extending this method of co-operation to other free agencies.

Under a separate provision, the Bureau also has the supervision of homes and other philanthropic organizations which distribute aliens, and has registered and inspected twenty-seven such agencies in New York City.[1]

The advantages of this broad supervision by the State have been clearly demonstrated. Employment agents are frequently bankers, steamship ticket agents or padroni. With their great hold upon the unemployed, they are in position to influence the aliens' savings, investments, destination and living conditions. The fact that the Bureau has power to investigate complaints concerning all of the activities of all such agents makes it possible to detect these inter-locking abuses, which would not be discoverable through the regulation of the employment agency business only. Many of the small cities to which the provisions of the employment agency law were extended in 1910, were unaware of its provisions, but have

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[1] See page 120 for further report.

ıce taken up the enforcement of the law in co-operation with the ıreau. A number of padroni and commissary agents were found be licensed in New York City, but were conducting a number branch offices throughout the State, which were under no super- ıion. The Bureau has also been able to deal effectively with nplaints where the effect of misrepresentation extended beyond ; city limits, and where aliens were unable to return to prosecute. ıe following is an instance taken from a letter received from the perintendent of Alien Poor:

> "A number of cases of what seem to be imposition upon immigrant laborers have been brought to the attention of this department. It is stated that immigrants arriving at the port of New York apply to an employment bureau known as * * * of New York City. These aliens, according to their story, upon the payment of a fee of $3, are given to understand that a position awaits them on a certain point on the Erie Railroad at so much per day. Upon arriving at the designated point they are assigned to an agent, kept for a few days, after which they are told they are no longer wanted. As they have paid the agency almost the last cent they have, these aliens are obliged to suffer hardship, going without food for several days and compelled to walk a long distance to Buffalo or some other city. Very frequently these shipments are made along the line of the Erie Railroad. * * * At my request Mr. Elson has forwarded four sample labor contracts obtained from the aliens at the Municipal Lodging House. All of these seem to have paid the agency a fee of $3. On November 23d, another contract of the same kind was picked up from a poor person at our Buffalo office.
>
> "I trust it will be possible for your new Bureau of Industrial Immigration to prevent impositions of this character. I enclose the contracts to you. * * *"

Investigation disclosed that these cases involved both a New ›rk and Buffalo agency, that neither municipality had been able successfully prosecute the offenders, and that the Buffalo agent d never been licensed.

SHIPPING AGENCIES

New York has a hybrid class of agencies, called shipping encies, of which nineteen were investigated. Thus far they have

successfully eluded all attempts to regulate them. They usually furnish cattle attendants and coal passers, charging from $10 to $20 for the so-called "passage." This is really a fee for furnishing employment, for the transportation company provides free passage to the shipper for such employees. The abuses in connection with shipping men from the port of New York are not great, but the majority of cattle attendants are shipped from New York agencies *via* Boston, and the coal passers *via* New Jersey, and in such instances the abuses have become very burdensome. This being an interstate matter involving the Federal Department of Agriculture which regulates the conditions under which cattle attendants are selected; the transportation lines which furnish quarters, food and transportation; and the shippers who furnish employment; the Bureau has brought this matter to the attention of the International Mercantile Marine Co., and asked it to deal with it as a business matter. By joint conferences of the interests involved, it is hoped that a solution of this matter will be found and aliens desiring to work their passage home will be protected against the exploitation now carried on.[1]

PROTECTION OF UNEMPLOYED

Although the State had made ample provision for protecting laborers who patronize agencies, a very great number of them rely upon newspaper advertisements and agencies other than employment bureaus. To prevent the hardships and frauds arising through such misrepresentations, a law was passed making it a misdemeanor for any person, corporation or employer to misrepresent any employment, work or situation, its nature, location, duration, wages or salary or the circumstances surrounding the employment, or any other material matter.[2] The unemployed are now apparently afforded full protection, as the new law is applicable to the whole State.

Employment has not been furnished by the Bureau, but 459 applications for work have been received in New York City and 31 in Buffalo and referred to various co-operating employment centers, the Bureau endeavoring to keep in touch with the alien until he found employment.

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[1] See page 59 under Transportation.
[2] Appendix I for text of law.

RECOMMENDATIONS

The experience of this Bureau in the matter of distributing labor leads inevitably to two recommendations:

First, that the matter of finding employment, especially for unskilled laborers, must be undertaken through a series of adequate, well organized employment agencies operated by the State, a conclusion also arrived at by the Commission on Employers' Liability and Unemployment, which made its report to the Legislature in 1911. With such bureaus should be united or coordinated the Farm Bureau of the Department of Agriculture.

Second, that all agencies engaged in furnishing labor in this State should be supervised by the State and that all agencies or persons furnishing labor to persons or corporations engaged in interstate commerce should be licensed and regulated by the Federal Government. This will prevent the evasion of conflicting or ineffective municipal regulations and will bring all agents throughout the State under a uniform law and will prevent the fraudulent transactions now carried on by agents in various states who act in collusion.

INTER-STATE DISTRIBUTION

New York City, being the port of entry where congestion is greatest, has long felt the need of co-operation from the western states which are crying for labor and settlers. Thirty-seven states have immigration bureaus, or labor, land and agricultural bureaus, which deal with immigration matters. Some of these bureaus have been in existence a long time, others a short time, but there has never been any widespread co-operation or organization. Early in March of this year, the Bureau sent out the following questionnaire to 49 state bureaus dealing with immigration:

> In a number of the states there have been established state employment agencies and immigration bureaus or departments. It is believed by some of us that the time has come when the Federal and State Bureaus should come together and discuss the interior problems of unemployment and immigration and perfect, if possible, some clearing house plan

by which we can all work together with less cost, delay and waste in distributing people to various localities.

Will you, in addition to any other suggestions you may wish to make, answer the following questions, in order that we may arrive at some conclusions regarding the advisability of such an action?

(1) Is a conference desirable and is there necessity for co-operation?

(2) Should it be confined to governmental agencies and how many representatives should there be from each state?

(3) Would you be willing to attend, participate in the meetings or serve on a committee of arrangements?

(4) What subjects should such a conference take up, suggesting in detail whatever problems confront you in your work?

(5) If the conference is held in the east, what cities are preferable and what months?

(6) Would Washington be a desirable place?

(7) If the conference is held in the middle west, what cities are preferable and what dates?

(8) If a conference seems impossible or undesirable, can you suggest any means by which the states can keep in touch with each other's work, exchange reports and be of assistance in the matters of distributing and protecting immigrants and relieving unemployment?

The response to this inquiry showed a very live interest in the subject and a desire for co-operation among the states. In November, the initiative in calling such a conference was taken by Hon. Terence V. Powderly, Chief of the Division of Information of the Department of Commerce and Labor. A two-days' session was held in Washington, over which Mr. Powderly presided and 36 delegates from 27 states were in attendance. A permanent organization called the National Conference of Immigration, Land and Labor Officials was formed and the following resolutions adopted:[1]

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[1] Officers elected for the first year were: Honorary President, Hon. T. V. Powderly, Chief, Federal Division of Information; President, John R. Commons, Member Industrial Commission, Wisconsin; Vice-President, A. P. Sandles, Secretary, Board of Agriculture, Ohio; Treasurer, Chas. F. Gettemy, Director, Bureau of Statistics and Labor, Massachusetts; Secretary, Frances A. Kellor, Chief Investigator, Bureau of Industries and Immigration, New York.

I. That this Conference become a permanent organization to be known as the National Conference of Immigration, Land and Labor Officials, and that officers and an executive committee thereof, with full power, be elected, and that membership in this conference be restricted to State and Federal officials, and their duly appointed representatives, and that the original membership consist of such officials present at this first Conference.

That this Conference establish during the ensuing year such offices and at such points as the executive committee shall determine, provided funds therefor can be obtained.

II. That the objects of this conference shall be to arouse public sentiment:

(a) Favoring increased Congressional appropriation, enabling the Federal Division of Information of the Bureau of Immigration of the Department of Commerce and Labor to induce admitted foreign-born and native people to leave congested population centers and go into the agricultural and other industries.

(b) Favoring the creation of state bureaus of immigration and information, with representatives at ports of entry with appropriations therefor by the several states.

(c) Favoring the extension of activities of such bureaus for the protection, education and assimilation of immigrants.

(d) Favoring the fullest co-operation between the several state bureaus and between state bureaus and Federal divisions of information in the above objects.

(e) To enlist the aid and co-operation of commercial, civic, philanthropic and other organizations in the above objects.

III. That the Executive Committee of this Conference be instructed to prepare, in co-operation with the Chief of the Division of Information of the Bureau of Immigration of the Department of Commerce and Labor, amendments enlarging the powers of the said Division to deal with interstate problems affecting the distribution, protection and welfare of admitted aliens and other residents; and enabling said Division to establish branches in such centers of distribution as may be deemed advisable.

IV. That this Conference recommend the establishment of state free employment bureaus in various states, and the enactment of laws safeguarding laborers in search of employment.

V. That the present Conference respectfully express to the Honorable Secretary of Commerce and Labor its hope that

he will find it possible and agreeable to have the proceedings of the present Conference separately published by his Department at as early a date as may prove feasible and in sufficient number for widespread distribution.

It was the sense of the Conference that Conference offices be opened at various centers throughout the country, which would conduct information bureaus, and that the Conference urge the extension of the Division of Information offices at such redistribution points where most needed to co-ordinate and supplement the work of the states. The important thing is that the state and Federal Governments have united on a programme for dealing with admitted aliens, which will in no way concern itself with admission or restriction. It is the first national or governmental organization to deal with immigration as a domestic matter.

TRANSPORTATION[1]

Section 153, Subd. 5. "The Commissioner of Labor shall investigate conditions prevailing at the various places where aliens are landed within this State and at the several docks, ferries, railway stations and on trains and boats therein, and in co-operation with the proper authorities afford them protection against frauds, crimes and exploitations."

TRANSIT CONDITIONS IN NEW YORK CITY.

The most difficult problems with which the Bureau has had to deal concern the transit facilities of aliens passing through New York City *via* the port of New York. In the course of this investigation, nineteen inspections have been made of conditions prevailing on docks, nine of rail terminal and a number of steamers have been met at Quarantine, through the courtesy of the Surveyor of the Port, and the system of distribution studied throughout the city from Quarantine to the terminals. Seventy-one records of Hoboken investigations, where New York has no jurisdiction, were also placed at the disposal of the Bureau by the New Jersey Committee of the North American Civic League for Immigrants.

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[1] See Chart IV on Transportation.

It is necessary to describe the prevailing system to understand the difficulties and proposed remedies.

Departing Aliens, or East Bound Traffic—From October to February there is a heavy east-bound passenger movement of aliens returning to their home country. In 1909 there departed from the port of New York, 163,902 immigrant aliens, and 132,221 non-immigrant aliens. While a large percentage were residents of the city at the time of sailing, a very great number came from inland points, especially from camps, small towns, and cities throughout the country.

Located in these centers are steamship ticket agents, who sell not only the rail ticket to New York, but wherever possible, the steamship ticket which is good for passage when stamped at the general office or dock of the line over which it is sold. Some of these agents also sell, or lead the alien to believe he has paid for, his lodging, baggage transfer and guide service to the hotel and dock in New York City. He is told that the amount paid covers everything, that he will have no further trouble getting aboard the steamer, for he will be met at the station. To assure this, he is given a card or button with the name or hotel on it, or told that his name will be called out at the station in New York City, and he is to go with the man claiming him when his name is called. Some agents do not get the money for New York City hotel accommodations and services, but direct persons to hotels. It is also a common practice for agents, instead of giving to the alien the steamship ticket purchased by him, to send it on to the hotel-keeper, thus requiring the alien to go there to get his property. Where a steamship ticket is not sold in the interior, but the alien prefers to wait until he reaches New York City, he has usually been in correspondence with an agent in the city, and frequently an advance deposit of $2 to $5 is sent on to reserve space. This is done even when there is little or no demand for space.

The relations between steamship ticket agents and hotel men are very close. In New York City and large central and western cities, one person usually acts as both ticket agent and hotel-keeper and they exchange business — the eastern agent selling the rail ticket and directing the alien to the central or western hotel, the agent in the latter places selling the transportation and directing

tained for three days because on the morning of sailing the hotel runner had his steamship ticket in his pocket and had been called to court.

Consider for a moment the likelihood of an alien never reaching the hotel to which he is consigned by reason of this defective system of identification and of transit. The competition between the hotels is so great that in some instances their agents board the trains and take away the tags or cards or buttons of one hotel and substitute others. It is known that some agents, in order to get the commission paid by the hotels, give the immigrants more than one address or card. Runners sometimes represent several hotels and take the passenger to the hotel which pays the highest commission, or they sometimes claim passengers on the promise that they will take them to the hotel they have asked for and then leave them at other hotels. If the train be late and no runner is there the alien must find his own way.

Where advance payments have been made to cover New York City charges, the failure of an immigrant to connect with the right hotel means the loss, not only of his advance payment for the ticket, but delay which very frequently causes him to lose his boat. It sometimes happens that too many tickets are sold for a steamer and the immigrant is delayed awaiting an adjustment or transfer to another steamer. Under such contingencies the distribution of immigrants to the various hotels by the railroad immigration agent is a matter of great importance.

The coastwise and Hudson river lines, having terminals in New York City, do not even provide an immigrant agent, and while an attempt is made to keep runners, porters and expressmen off the docks, immigrants become the prey of these men as soon as they leave, and the exploitation is widespread. No attempt whatever was made to safeguard these aliens and their property, although thousands are carried each year, until the Fall River Line granted to the North American Civic League for Immigrants the privilege of making the experiment of conducting immigrants.

Incoming Aliens or West Bound Traffic.—In the transportation of incoming aliens the same and additional difficulties are prevalent. With the distribution of through steerage passengers from Ellis Island, the Bureau has not concerned itself. The railways,

through the clearing house maintained there, promptly route and rate the passengers, and the Federal Government, by agreement with the various roads and coastwise lines, has developed a system by which aliens are promptly delivered at the terminals and protected until they leave. There is one exception, the McDonnell agency, representing the Old Dominion Steamship Co., and the Ontario & Western Railway. This agency is still permitted to bring through steerage passengers to New York instead of sending them directly to their destination. The establishment of the Immigrant Guide and Transfer by the North American Civic League for Immigrants, has made it possible for any alien destined to New York City, who desires safe delivery to his address, to avail himself of its services for a nominal charge. A number of philanthropies also have agents at Ellis Island who assist persons of their own race or creed to points within the city. The prosecutions of runners, porters and cabmen, and the increase of police protection at the Barge office (all brought about by the North American Civic League for Immigrants) have to a great extent eliminated the evils at the Battery, and the Bureau has been able to give its attention to other phases of the subject.[1]

The system of transportation of second cabin passengers is, however, no better than that for the east bound alien. In 1910 there arrived at the port of New York 137,288 second cabin passengers, which gives some idea of the importance of this business to emigrant hotels. When the second cabin passenger buys his steamship ticket he frequently purchases a rail order to his final destination in this country, the latter being sold on the other side at an *immigrant rate,* similar to that given the steerage passenger. Agents on the other side have much the same interest in hotels in New York City that agents in the interior have, and consign the passengers to hotels. On board the vessel or on the docks this steamship order is taken up by a steamship agent or rail line agent for the purpose of exchanging it for a rail order. The second cabin immigrant, however, is denied the rate paid by him on the other side, unless he actually goes over to Ellis Island to obtain his ticket, which he is assured will take time and cause delay. He, therefore, almost invariably pays the difference in price on the dock. The runners of the various emigrant hotels then take away

[1] Report of North American Civic League for Immigrants, 1911.

his ticket and his baggage checks, just as they do at the stations with east bound aliens, and he is escorted to the hotel. It does not matter if his train leaves in half an hour and he has just time to make it or not; he *must* go to the hotel, for at least one meal and a night if possible. The hotel when it has had its tithe, usually sends a runner with the passenger to the station who sees that his rail order is exchanged and that he gets aboard.

Unconsigned second cabin passengers who refuse to go to hotels, are the prey of runners and porters, cabmen and expressmen, who literally pounce upon them as soon as they are on the docks and carry off their baggage and tickets. When the steamship agent sells a rail order on board on the way from Quarantine, or when the rail agent sells it on the docks, he immediately leaves the purchaser to the outsider. The rail agents have no regular stand where they can be found, but mingle with the passengers on the dock. There is no bureau of information. If it is late at night no one informs the aliens that they can stay on board. Furthermore, while the foremen of the gangs of checkers are steadily employed on salaries, the checkers get twenty-five cents an hour and work for two or three hours on a boat. Then they go to another. This method results in hiring men who are idle part of the time and are poorly paid. These are the men who advise the immigrants where to go or turn them over to their porter, runner or cabman friends, with whom they later loaf in the nearest saloon on the proceeds the immigrant has "given up" the day or night before.

Three of the lines have a guide service operated by a private banker at the New Jersey docks. This service has prevented many abuses, but as the guides of this company must compete with all others on the docks during the rush of landing passengers, the experiment has been only partly successful.

A number of philanthropies have representatives on the docks to meet incoming second cabin passengers, chiefly those destined to the city, but they are wholly inadequate in their competition with the business interests represented.

It will be observed that the only *direct* system of transportation across New York City between the steamship and rail lines for their own through passengers, either east or west bound, is in the hands of hotels and their runners whose only profit necessarily

depends on *delay* and *detention*. The transportation lines disclaim all responsibility for what happens to a passenger from the time he gets off the docks until he enters the train and vice versa, on the theory that their responsibility ceases when the passenger leaves their boat or train.

Baggage Transfer.— The delivery of passengers is not the only problem. Ordinarily, even when an east bound alien has a steamship ticket on a given vessel and line, his baggage is checked only to the rail or coastwise line terminal, giving the hotel or city expressmen a chance to charge for delivery. The check once in possession of the porters and expressmen, the alien is powerless. It not infrequently happens that the check may get into the hands of one hotel runner and the alien and his ticket into the hands of another. In such a case the alien frequently misses his boat just because the two are fighting over the hotel to which he belongs.

There is another evil. New York City ordinances prescribe the rate for baggage transfer, but permit a special rate to be made between the owner of the baggage and the expressmen. Although the alien may sail on the same day of arrival or the next day, he is usually charged the special rate and is told a special trip must be made to the docks. This is done in many instances where the expressman has a half or a whole day in which to deliver the baggage. It is no uncommon thing for an alien to pay $3 to $4 for the delivery of a piece of baggage from a New York City rail terminal to a New York City dock.

Still another abuse is practiced on aliens. Agents of transfer companies take up the baggage checks on the train — not in the way they take up an American's, by request, but by demand — giving the alien a check marked "Office." The alien, thinking the transfer agent is a train official, with his official cap and badge, gives up his check. When he finds over what line he is sailing and wants his baggage delivered, he pays twenty-five cents "office check" fee, plus the regular transfer, regardless of the time the baggage is in the "office." This is done where the baggage has not been taken to the office of the transfer company from the station and no service has been rendered other than exchanging the checks. In a test case, this "office fee" was charged an alien who called at the transfer office at the rail terminal and carried his own trunk away from the station room.

The records of this Bureau are replete with complaints of lost, misguided or overcharged aliens, delayed and exploited under the present methods. At any transfer hotel on any morning of sailing, as much as fifty per cent. of the passengers complain of overcharges, misunderstanding, bad treatment, or confusion in tickets and routes. Day after day men are left behind through the competition and negligence of these hotels or the inefficiency of their runners. There is something radically wrong with a business system which loses money for passengers; enables them to be misguided, robbed and detained; makes them pay special rates for baggage, and even bonuses as high as $5 to have their tickets stamped on the docks in times of rush; and fifty cents for having their trunks labeled. There is something wrong when fifty out of every one hundred persons come into New York City thinking they have paid for something they do not get; when they are charged regular night hotel rates whether they arrive at midnight and sit on a chair all night, or whether they arrive at 5 or 6 a. m., and stand out on the sidewalk. They pay hotel rates for such standing room on a public thoroughfare.

Summary and Remedies.— It must be remembered that the Bureau has had but a year in which to deal with an immensely complicated matter extending far beyond its jurisdiction and involving interstate commerce.

There are so many parties to the transaction that progress has been slow.

First, there is the agent, frequently in another city or state, who collects all of the charges. In the latter instance his acts are beyond the jurisdiction of this State. In cases brought to the Bureau where he has overcharged or misrepresented, the general agent in New York City has been held responsible, and wherever the alien could stay and prosecute, the Bureau has been successful. Usually, however, the Bureau receives the complaint the day before or on the morning of sailing, so there is little time for investigation — a fact relied upon by the parties to the exploitation.

So far as agents in this State are concerned, the Bureau has had the laws amended governing the sale of tickets by authorized agents, and requiring independent agents and peddlers to be

licensed. As these amendments went into effect September 1st, and as this Bureau has but five field agents for the entire State, a fair test of their efficiency has not been made.[1]

Whenever violations have been called to the attention of the steamship lines, they have shown a readiness to take action. The difficulty is that, with the present force, violations cannot be detected in a state with 1,013 authorized agents and some (estimated) 4,000 or 5,000 peddlers. Under section 1563–4 of the Penal Law an investigation of 235 agents showed that seventy-four had not complied with the law in posting their authorizations. These were kept in desks and safes, and in twenty-one instances, agents were advertising as the agents of lines for which they had no authorization. Whenever a test case has been brought against peddlers, they have agreed to comply with the law and discontinue the sale of tickets, so no decision has been obtained under the law. It is not enforced, however, and the peddlers are acting in open defiance of it. The Bureau has not been able to secure such co-operation from the steamship lines as would result in wiping out the abuses attending the sale of such tickets and overcharges, although the rules of the Conferences prohibit such sales. It is one of the matters remaining to be more thoroughly dealt with.

Section 1564 which specifies that only bona fide orders on transportation lines shall be sold and what they shall bear on their face, has been most effective. The evils so prevalent during the investigations of the State Immigration Commission, caused by irresponsible persons issuing their own personal orders, which were not binding on any line, have apparently been eliminated with the exception of one line whose operations are now under investigation. The efficiency of this law is best shown by contrast with other states. A number of defective orders or tickets have come to the attention of the Bureau, but they were not issued in this State.[2]

Second, there is the immigrant agent of the rail line. Although this situation is complicated by the fact that most of the terminals are in Jersey City, in three instances the attention of the railroads

[1] Appendix II for text of laws.

[2] For the banking operations of such agents see page 82.

has been called to the fact that their immigrant agents were receiving commissions from runners for directing or diverting alien passengers, and in two instances the men were removed and the system improved. The supervision of this work is, on the whole, defective, a thing not true of the other branches of the railroad passenger service, this service being considered a favor to the passengers rather than a part of the railroad's transit obligation. The systems in use in the various terminals also differ so greatly that there cannot be said to be a standard of such service.

As an illustration of what can be done, one railway, upon complaint from this Bureau, installed a new system which operates as follows:

Immigrants on arriving at the station from inland cities, are all taken into the immigration room at the terminal. Then one runner at a time is admitted into the room, where he calls out the names of the immigrants consigned to his hotel. He is not permitted to take any one else but those for whom he has a requisition. When he leaves the room with the immigrants in his charge, the next runner is admitted and he goes through the same process. All immigrants remaining in the room, whether consigned and not called for, or unconsigned, are taken in charge by the immigrant agent, and sent to the respective steamers in charge of one of his assistants. On arrival at the dock of the steamer, the agent in charge of the immigrants collects their tickets, takes them direct to the office, has them stamped without delay, returns to the people in his charge, gives them back their tickets, and sees to it that they all get on board before he departs. He also attends to the checking of their baggage on the dock. The immigrant agent will not accept any tips whatsoever from an immigrant, whether offered voluntarily or otherwise. The system of the agent having all the tickets stamped for the men in his charge, is quite a contrast to that of the various transfer companies who tell their men to get in line to have their tickets stamped and they are often seen in line when the gangway of the steamer is lowered and the vessel leaves the dock. This railway also has a receipt system, whereby the agent in the interior receives a return card stating that the passenger was put on the steamer by the immigrant agent at the time named on the card.

Third, there are the bookers, runners and porters. Previous to the assumption of all immigration regulation by the Federal Government, the Commission of Emigration licensed bookers and runners. When the Commission went out of existence, these laws were re-enacted in the New York City charter, but without a body designated to enforce them. Although the first two laws are still on the statute books, only seventy-nine runners are licensed by the police while no bookers are licensed.

Furthermore, the law regarding runners applies only to those who *solicit* patronage, and therefore has been held not to apply to those who receive *consigned* passengers only. All runners for hotels claim they receive only consigned passengers and evade the law on this ground. It carries no penalty for violations, other than the forfeit of the $300 bond required. The section, however, may be amended by the Board of Aldermen. As there is no appropriation or force for detecting violations, its effectiveness depends upon the complaints made. There are as many licensed as unlicensed runners, so there is little use in making complaints. Twenty-nine only are licensed.

The legal situation is further complicated by the fact that porters are regulated by ordinance instead of statute and are licensed by the city Bureau of Licenses — an entirely separate department. The bureau has insufficient funds and investigators, and many porters do not take the trouble to obtain licenses. Two hundred and seventy-eight are licensed. As the duties are much the same as those of runners, when a complaint is brought and a license revoked in either Bureau, the porter or runner, as the case may be, applies at the other Bureau, or does business without a license, as there are no means of identification in either Bureau. When a license is revoked by both Bureaus, the runner changes his name and begins all over again or works for some other runner. As most of the transactions of runners and porters with aliens are in a foreign language and on transit lines and in hotels, as well as on thoroughfares, the police cannot possibly detect the abuses.

No adequate protection can ever be given the alien in New York City until; (1) the laws licensing porters and runners are repealed and a stringent law passed regulating the practices of both of these agents; or (2) the licensing of both porters and runners is placed

in one Bureau, the fee and bond increased, duties defined and penalties imposed for violations of law. This will be wholly ineffective if adequate appropriations and investigators are not provided. The fees for licenses would in themselves constitute the necessary fund, if so appropriated.

The abuses due to runners taking transportation tickets, the Bureau has endeavored to remedy by the passage of a bill prohibiting such runners from soliciting the passage ticket.[1] This law went into effect September 1st, and already numerous protests have been received from hotel men to the effect that its enforcement interferes with the present system. This shows how deeply involved the hotel is in the through transportation of aliens.

Representatives of the emigrant hotels are granted annual dock passes by the Collector of the Port for the purpose of meeting steamers. As another way of preventing abuses, after a conference with Commissioner William Williams and the Chief Investigator of the Bureau, Collector Loeb issued a new set of regulations governing such holders of passes.[2] As holding an annual pass is a valuable privilege to the hotel, the influence of these regulations has been wholesome.

Fourth, there is the hotel itself. Reference has already been made to the obsolete law requiring them to be licensed. Emigrant hotels, of which there are about twenty-five in New York City, have a number of special characteristics. They deal primarily with through east or west bound immigrants, usually of one nationality; employ runners who act as guides for passengers; have contracts with express companies or run an express wagon service of their own, for the delivery of guests and baggage; receive consigned passengers by designation of buttons, cards or orders sent in from ticket agents; sell steamship and rail tickets on commission, and some member of the firm is usually a duly authorized steamship agent; frequently let such privileges as the sale of jewelry, or putting up of train lunch boxes to persons who are given the freedom of the place; exchange money; and act as "outfitters" to green aliens desiring to acquire an American appearance.

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[1] Appendix III for text of law.

[2] Appendix IV for text of regulations.

These hotels serve a very useful purpose, and they should be retained and made to render the services for which they now charge. From an investigation made of each of these transactions, the Bureau was convinced that only supervision would remedy the existing abuses. A conference of the hotel men was called and a frank expression was given by those present of the difficulties under which they compete. Many methods not hitherto understood were explained, and the Bureau caused the introduction and secured the passage of a bill licensing immigrant lodging places, which went into effect September 1st.

There has been but one month in which to test this law, and that has been chiefly taken up with the organization of the work. The law provides for the licensing and regulation of all immigrant lodging places throughout the State, such places being defined as "any place, boarding-house, lodging-house, inn or hotel where principally immigrants or emigrants while in transit, or aliens are received, lodged, boarded or harbored," and excludes places maintained or conducted by charitable, philanthropic or religious associations, as well as temporary sleeping quarters in labor or construction camps.[1] Each applicant for a license is required to file with the Bureau a verified statement containing detailed information regarding the applicant's business, such as location, capacity, rates, charges for special services, names and addresses of employees and how compensated, other business connections, etc., together with satisfactory proof of the good moral character of the applicant. In addition thereto, it is further required that there be presented a bond to the People of the State of New York, with two or more sureties or of an approved surety company

> "conditioned that the obligor shall obey all laws, rules and regulations applicable to such immigrant lodging place prescribed by any lawful authority, and that such obligor shall discharge all obligations and pay all damages, loss and injuries which shall accrue to any person or persons dealing with such licensee, by reason of any contract or other obligations of such licensee or resulting from any fraud or deceit, or other wrongful act of said licensee or of his servants or agents in connection with the business so licensed."

[1] Appendix V for text of law.

Any person aggrieved can bring an action for the enforcement of such bond. On the approval of the application and of the bond filed therewith, the Commissioner of Labor is empowered to issue a license, which may be revoked by the Commissioner of Labor on notice to the licensee and for cause shown. Any person or any officer of a corporation, who violates any of the provisions of this section, is guilty of a misdemeanor.

Considerable time has been taken up in drafting, translating and printing the numerous forms and pamphlets necessary for the proper explanation and enforcement of the various provisions of the law. The regulations finally adopted have been issued in four languages, and the rate cards required to be posted are printed by the Bureau in the various languages, furnished free, and signed by the executive officer of the Bureau, in order to insure a uniform standard and make it possible for the alien to know the terms and conditions under which the hotel has agreed to lodge him.[1]

Under this law no transfer houses have as yet been licensed, but twenty applications are pending until certain recommended changes have been made. It is too early to anticipate the effect of this law in the short month of its enforcement, but emigrant hotel-keepers have shown every wish to understand and obey the law.

Fifth, the charges by expressmen and cabmen are matters of local regulation entirely. This Bureau has made complaints wherever violations were found, and several licenses have been revoked. Expressmen defy the license law with impunity and there are scores of them unlicensed in the city. Inadequate inspection and lack of appropriations are again at fault. The matter of licenses in the city and the proper enforcement of laws pertaining to them should be made a matter of investigation, as the city does not provide the present Bureau of Licenses with facilities for enforcement.

Sixth, there are the general agents of the various lines. They are responsible for the character of the agents appointed and for the regulations governing them. The present system, which requires that a ticket shall be stamped at the general office or on the

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[1] Appendix VI for rules and regulations.

docks before sailing, is responsible for many abuses. This is the excuse given by hotel runners for taking up the tickets on the arrival of the alien, who is rarely informed that he can have his ticket stamped on the dock and need not turn it over to the hotel. Fees as high as $5 are charged by runners for this service when steamers are crowded. Investigators of this Bureau have seen long lines in front of the dock offices, waiting throughout the morning, while runners went in and out the rear door having tickets stamped for a fee of $1 to $5. Those in the line in front were thus left behind though they may have had their tickets weeks before.

Notwithstanding the efforts made by this Bureau along the various lines indicated, one thing has been growing constantly clearer. There are at least seven parties to one through transaction and only two of these — the steamship agent who sells the ticket and the steamship agent who stamps it, entitling the man to sail — are really responsible. Everyone else is working for his own interest, and is responsible to some one other than the steamship line, and yet the alien would never buy his combined rail and steamship ticket unless it presented some advantages. The present system, as shown by the most incontrovertible evidence in the Bureau, constitutes one of the most stupendous avenues for petty exploitation and misrepresentation existing in this country today and spreads to every small hamlet where such agents operate. The hardships resulting are almost beyond belief. Appended are a few of the many affidavits showing what happens to the alien stranded by such methods, for those who wish to read the human stories of suffering with which this Bureau has daily to deal, not only righting wrongs, securing justice, but often directing aliens to such charitable persons as will enable them to proceed on their journey after they have parted with their last funds.[1]

Believing that the only remedy for these abuses lies in the installation of a good transportation system for this city, which shall include both persons and baggage, the Bureau has held a series of four conferences, one with the hotel men, one with rail line representatives, one with the steamship line representatives, and a joint conference with the last two named, for the purpose of considering the installation of such a system. The matters presented at these

[1] Appendix VII for statements of aliens.

conferences were not new to those assembled. Each representative was familiar with the evils, and many of them had made efforts to stop the abuses. They have succeeded at different points just as the Bureau has at others, but the time has come when only combined efforts can eliminate the widespread graft and abuses.

The plan proposed at these conferences by the Bureau is briefly as follows:

That a transit company shall be started in New York City for the purpose of (1) delivering east bound passengers and their baggage at the docks or at hotels; (2) delivering westbound through second cabin passengers to the stations or hotels; and (3) delivering steerage passengers from Ellis Island destined to New York City and adjacent points to their destinations.

As conditions to the success of such a venture, there must be agreements relative to eastbound business: (1) Steamship agents shall not be permitted to sell hotel accommodations, baggage transfer or guide service to any intending passenger, but they may direct him or give him the name of a hotel; (2) railway carriers shall install a system by which the intending passenger holding a steamship ticket shall have his baggage checked directly to the dock, and shall sell a coupon with the rail ticket entitling the passenger to such transfer to a hotel or dock. If the hotel is known, the name shall be placed on the back of the coupon ticket. If the alien is delivered to a hotel he shall be receipted for and a note made of his ticket number and sailing, and the steamship agent selling him the ticket notified; (3) emigrant agents in charge of distribution at each terminal shall be employed by and subject to the supervision of the transit company, which shall adopt uniform regulations. All runners shall be prohibited in every station and sufficient protection given outside the stations. Passengers arriving on the morning of sailing shall, whenever possible, be delivered directly to the dock; (4) the method of stamping steamship tickets shall be so changed as to enable the passenger at all times to retain his steamship ticket; (5) instructions regarding this service shall be printed in various languages and distributed by rail and steamship lines to passengers.

For westbound second cabin business, the proposed transfer company shall utilize the same system for through second cabin

passengers, delivering them to the hotels or rail terminals and checking their baggage through. Emigration agents, under the control of the transit company, shall perform the same services at the rail terminals. If it is feasible to sell orders on the other side and on board the steamer, it is feasible to check their baggage through, and to provide guide service instead of leaving the passenger to the mercy of the runners, porters, expressmen and cabmen.

For steerage passengers bound for New York City, the experiment made by the North American Civic League for Immigrants during the past year is called to the attention of the companies. For a small charge, this organization tickets on Ellis Island any person desiring to be delivered. If a friend meets him, or for any reason the service is not rendered, the fee is returned, or a visit is made to the address to ascertain if all is well with the alien. This is a service which can be much better rendered by a transfer company, and the service should be offered abroad or on board ship and not in the rush of release from Ellis Island. The North American Civic League for Immigrants has demonstrated that there is a need for such a service.[1]

As a result of the conferences held, a joint committee consisting of five steamship representatives and five railway representatives is at work upon this proposed scheme.

COASTWISE TRAFFIC

The Bureau has not confined its attention to transit matters in New York City, but has inspected fourteen boats on the various coastwise lines. The immigrant quarters on a number of these boats are excellent, but on others it has been necessary to communicate with the lines regarding sanitation, care of the quarters, provisions for food, for children and women, etc. The Bureau is much handicapped in this matter. The Federal Steamboat Inspection Service has general supervision over these lines, and while it deals with safety from dangers of the sea, no provisions whatever are made regarding the dangers which lie inside the vessel. Here

[1] See report of North American Civic League for Immigrants for 1911, giving an account of the methods used and results obtained in the delivery of 24,286 aliens in New York City.

gain is seen that curious gap between Federal and State authorities, where it is assumed that the former covers the whole field, the State remaining inactive.

PASSAGE WORKERS

The Bureau has made but little progress in protecting passage workers. This is in reality a transportation matter, though it is usually classed as a labor matter.[1]

Cattle Attendants.— The regulations of the Federal Bureau of Animal Industry require that for the shipment of cattle there shall be one attendant to every thirty-five head of cattle, or to twenty-five head if water pipes extend on both sides of the vessel, or one to fifty head if all men are experienced, but in every case, not less than one-half shall be experienced men. Experienced cattle attendants are engaged directly by the exporter at his offices, receive a small wage of from $25 to $30 per month, are regularly employed and are entitled to return passage. They number less than one-third of the attendants required and are not usually aliens, hence they have not been taken into consideration.

The inexperienced men are chiefly aliens desiring to return home cheap, or are without sufficient funds. Their duties are to "get the food out of the hold, water and feed the cattle, and clean up." They receive their orders from the cattle foreman. Although shipped from other ports, the great majority of these attendants are engaged through employment agencies in New York City. The methods resorted to by these agents vary according to the terms of the agreement made between the transportation company and the exporter. Generally the transportation company, as a part of its agreement with the exporter, agrees to carry free of charge the number of cattle attendants required by law; to provide them with free board and lodging similar to that which the crew receives; and to return to this country free of charge one-half of the number of attendants, a list of whom is made up before the vessel leaves and is forwarded to the transportation company's office at the port of destination. The exporter engages the attendants from

[1] See page 37 under Distribution.

the employment agent and his foremen control them and determine their hours of work, although they are often shipped as members of the crew. In fact, however, they are the employees of the shipper.

Were the attendant, the transportation line and the exporter the only parties concerned, no serious questions might be presented. But with one exception, not one of the hundreds of attendants is engaged directly by the exporter. He declines to engage them except through employment agencies, of which there are about twelve in New York City, two in Boston, and several in Illinois and Pennsylvania. The exporter's only stipulation to the agent is that he shall send him men able to do the work. No fee is paid by the exporter to the agent except in rare instances when men are very hard to get.

Cattle attendants are obtained largely by means of such advertisements as the following which appear in newspapers published in foreign languages:

> "Twenty-five men wanted to-day to go to Europe by fast boats. No coal or boat work, just help a few hours a day to feed cattle. Very small amount of money required. Come ready to go."

The alien answers such advertisements and is told if he is going, for illustration, to Hamburg *via* Boston the cost of his passage will be from $12–$14. If *via* New York from $6–$8. He is always given to understand that he *pays* for his passage. The charge often depends on how much money the applicant has. If he is ignorant and can pay, he is sometimes sent from agent to agent, each being given an opportunity by the other to make exactions of a dollar or more. He is told that this charge of $12–$14 covers everything, and that he will be sent on a specified date. Out of this amount the employment agent pays the fare to Boston, which costs $2.50, and also gives him an order on an English railway for a ticket from the port of arrival to his destination. There then remains a commission of from $2–$5, out of which the Boston agent and the tributary agents receive their shares. The sale of the railway ticket from New York to Boston, or from the port of arrival to the alien's destination operates as a cover for the con-

cealment of the actual transaction, for frequently, unless an attendant consents to go by rail to Boston, or from the foreign port to an internal point by rail, the agent will not ship him.

There are other hardships due to this interposition of employment agents. Sometimes the applicant has to wait several days in New York after he has paid his fee before he is shipped, boarding at his own expense. When he reaches Boston he may again be delayed for several days, as the agent there may have men who have arrived from other places ahead of him, concerning whom the New York agent knows nothing. While awaiting the time for sailing the attendant is required to pay twenty-five cents a night in a lodging house run by the employment agent, and is frequently told that the payment of a dollar will insure him an early passage. In these and other similar ways he is delayed and exploited.

Coal Passers.— The methods of procuring coal passers are not dissimilar to those just considered. They work twelve hours out of twenty-four for their passage. They are largely aliens, being Poles, Hungarians and Jews. They pay the agent for this privilege $5–$10, although the company gives them the transportation for their work. The steamship lines, requiring most of the coal passers leaving New York, employ a representative whose headquarters are in New Jersey, to whom they pay a specified sum per man.

Summary.— There are a number of questions presented in this situation which make it impossible for the State to deal with it. It is always an interstate and usually an international matter, making the procuring of evidence very uncertain. The Federal Department of Agriculture, the shipper and the transportation line are all parties to the transaction. This is clearly a matter for business to regulate. Were the shippers willing to maintain their own agency they could obtain all the men they wish without any cost to the men and very little to themselves. This is equally true of the coal passers and the transportation lines. The shippers and the transportation lines are alone responsible for the maintenance of this wholly superfluous middleman and the abuses, fraud and hardships he perpetrates. The Bureau has taken this matter up with the International Mercantile Marine and asked it to confer with the shippers in order to bring about a solution, before asking for legislative or congressional action.

It is apparent, however, that in order to deal with this problem, as well as other interstate problems of unemployment, there should be Federal regulation of all employment agencies and exchanges furnishing labor to all concerns engaged in interstate commerce and some modification of the rules of the Bureau of Animal Industry concerning experienced men.

LABOR AND LIVING CONDITIONS[1]

Section 153, *Subd.* 1. *"The Commissioner of Labor may investigate and determine the genuineness of any application for labor that may be received and the treatment accorded to those for whom employment shall be secured."* *Subd.* 4. *"May inspect all labor camps within the State."*

LABOR CAMPS AND COLONIES

Like most of the other states in the Union, New York has paid little attention to conditions in labor camps, other than to regulate the hours on public works, the time of the payment of wages, and the establishment of company stores. The enforcement of these laws does not come under this Bureau, and violations when found are reported to the Department.

Having no remedial powers, the Bureau has made a study of conditions in camps with a view to making recommendations.

Camps may be divided into three groups, those on public works, in private industries and along transportation lines. The first group comprises highways, barge canal, aqueduct, public buildings and municipal improvements; the second, mines, quarries, brickyards, fertilizers and canneries; and the third, railways. It has not been possible to obtain a list of lumber camps or to make any investigations of conditions. The total registry of 612 camps includes but a portion of those in the State, and they vary in number from year to year, especially on highways, public buildings, municipal improvements, railways, etc.

Public Works.— The Bureau obtained lists of 164 contracts where aliens were employed as follows: Sixty-nine public highways, forty-nine barge canal, twenty-eight aqueduct, eighteen public buildings and one municipal improvement. Of these, investigations were made of twenty highways camps, forty barge canal

[1] See Chart V on Labor and Living Conditions.

camps, forty-two aqueduct camps (there being in several instances a number of camps on each contract), three public buildings and one municipal improvement—a total of 106 out of 164. The investigation covered the general description of the camp, industrial and living conditions, sanitation and health, educational facilities and recreation and religious activities.[1]

The camps in this group are all temporary. On the aqueduct they are the most permanent, the contracts varying from one to ten years; on the barge canal and public buildings the range of duration is smaller, while the highway and municipal improvement camps are of the shortest duration, lasting sometimes only a few weeks.

The aqueduct camps are in a separate class from the others as regards housing and sanitation. The necessity for protecting the city water supply has led the New York City Board of Water Supply to insert in the contracts requirements for housing, sanitation, hospitals and medical attendance, which has made these camps the best in the State. The extension of the city police system has also established order. In the earlier contracts where no such provisions were inserted, conditions are not unlike those found in camps on other public works.

Camps on public works are devoid of any Americanizing influences. With two exceptions there are no amusements or recreations other than the saloon, no educational facilities and no religious influences. Most of them have no regulations and are remote from town authorities and are therefore a law unto themselves. Where aliens live in nearby towns they are usually in boarding houses run by their countrymen. In the minority of camps (outside the aqueduct) are laborers with families employed, as unattached men are generally preferred. With the exception of the aqueduct, these men are crowded into the barest shanties, hovels or barns, with no sanitary provisions, and none of the decencies of life, to say nothing of the comforts. These quarters provide bunk space only, and here laborers must keep their clothes, supplies of food, and all other possessions. They usually cook for themselves, do their own laundry and in every respect the life is the simplest camp life. The greed or cupidity of the bosses crowds them into quarters which soon

[1] Appendix VIII for schedule used by investigators.

become so vermin and germ ridden that they prefer to
of doors.

It has been said that the laborers are used to these
and that camp life is on the whole wholesome. The
this is that this State is responsible for maintaining an
not a foreign, standard of living, and, once admitted to
try, equal protection and opportunities are guaranteed t
where are aliens more discriminated against than on
works of this State. There is not a greater menace to th
and health of our cities to-day than these camps. The
of this State are laboring under the delusion that bec
camps are isolated their bad effects are limited. The
generally occupied for a few months each year, but on
duct and barge canal some of them are full all winter,
is a constantly changing group of employees. The ten
cities are crowded with these migratory camp workers, w
but influence the health and morality of families to w
come and from which they go.

The responsibility for present conditions lies, first, in
porary nature of the work; second, in the system by wl
is obtained; third, in the discriminations against alien
and fourth, in the ignorance or indifference of the Amer
dents of this State.

The majority of the contractors believe that the only
can obtain or keep laborers is through a padrone.
show that fully one-third of the men obtained
way shift from one place to another — not a very sa
result in justification for such a vicious method. In r
furnishing laborers, from each of whom the padrone
fee of from $1 to $5, he is given the privilege of ho
men and furnishing them with provisions. Since his
profit is made on these two items, it is no wonder that
were found housed in tiers in horse stalls in stables, in co
houses, in hovels, and in old wooden shacks. In one such
where the only way to reach their sleeping quarters was
of a rickety stairs, a notice was posted by the contractor
fect that the men used the stairs at their own risk! Where
were worked in shifts, the rude bunks frequently served

two or three sets of men. For such accommodations each man paid $1 a month. The prices charged for his food were higher than in the city, and the quality of that inspected by this Bureau was rarely good and it was frequently kept in basements, barns and in out-buildings. If a laborer bought his supplies elsewhere he usually lost his job. Some of the laborers testified that they bought the padrone's food, threw away what they could not eat, and then bought the remainder in the village nearby.

These conditions do not prevail for Americans. The contractor usually puts up their houses for them and often has them taken care of. Even the barns used for the teams are erected by the contractor, and in many highway camps these were better than the quarters furnished to the alien workmen. The Americans buy where they please and often have a dining club. The contractor apparently takes no interest of any kind in the alien, but he assumes this for the American. The alien cannot protest or even bring his grievances to the foreman or contractor, as can the American, but is turned back to the padrone. The testimony of dozens of men taken in these camps shows them to be dissatisfied and discontented; they feel they are being exploited; and the prevailing conditions are creating restless workers, who change from one employer to another, and who have a spirit of retaliation and ruthless regard for the rights of others.

The system of paying wages, in use by the majority of contractors, is a direct temptation to the padrone to graft. The usual method is for the timekeeper to turn in to the bookkeeper the time worked and the rate paid. The padrone turns in his charges and without any checking up whatever, these are deducted from the pay envelopes. A few of the contractors require tickets to be turned in, and at least one requires that each slip turned in shall be signed by the employee. Wherever this method prevails, the Bureau has had no complaints. The usual method. however, is to enter in a book the amounts of the purchases, which book the employee keeps. But the contractor never asks for these books. A number of such books turned in to the Bureau and checked up with the company's charges showed discrepancies of from $1 to $3 bi-weekly.

The alien employee always goes by number, never by name, and his identity is established by a brass check. This is a source of grafting by boarding-house keepers and bankers, who get possession of the checks, especially of discharged men with small balances due. Another matter which causes great hardship is the practice of sending discharged employees to the city office to collect their wages, instead of paying them at the works. As an illustration of a frequent hardship, one group of fourteen Austrians arrived in the city on a Tuesday and were told they would not be paid until Saturday. They were penniless, and as some had offers of immediate jobs outside the city, they were placed in a philanthropic home for the night and the company was induced to settle the next day. Such business methods are often due to mere thoughtlessness on the part of the company, but they entail great hardship and show the need of the protection of alien workmen.

In many camps it is the custom to deduct fees for hospital or medical service. Where the service is adequate, the charge of twenty-five cents to sixty cents per month may not be exorbitant, but it has become the subject of much abuse. These sums are often deducted on the merest pretext of medical service. In one camp where some 100 men were employed, a regular charge of fifteen cents a week was made and the service consisted of calling a local physician when necessary. The income was thus about $60 per month and the calls of the physician averaged about three monthly.

These charges are the cause of much dissatisfaction, since the padrone who offers the job does not notify the men that they have to pay hospital fees, or that they require certain supplies before they can work. In order to sleep they must have blankets; in order to work, boots and shoes of a certain kind; and they have no knowledge of the prices or often of the necessities themselves when they leave the city for the job and are ill prepared to make some of the necessary purchases. It is not unusual where a number go together for one or two to work for a few days in order to lend the others money to buy the necessary articles needed before they can work.

The public work camp is the contractor's responsibility. Such matters as standardizing the housing of alien employees, insur-

ing a good quality of food at a fair rate (since the purchase is a compulsory matter, the alternative being a loss of work), verifying the charges made, and supervising the padrone in his relation to the employees, are of first importance to the contractor, whose success depends on steady workmen. There is no matter to which the General Contractors' Association can address itself with more profit. Some minimum requirements should be made a part of all contracts let by the State, and there is needed much closer inspection, with power to remedy abuses, by the Department of Labor.

Private Industries.— The Bureau obtained lists of these industries as follows: Mines, 51; quarries, 57; brickyards, 74; fertilizers, 3, and canneries, 126; a total of 311. Of these, 99 were investigated as follows: Mines, 7; quarries, 30; brickyards, 29; fertilizers, 3, and canneries, 30; a total of 99.

In some of these industries such as mines, quarries and canneries the work is seasonal, the idle periods varying from one to four months, but the living quarters are permanent. They are camps, however, in that they are remote from duly constituted authorities, are ordinarily owned by the company operating the works, have limited educational facilities and are in no sense of the word a duly constituted town with elective officers. They are located within some township, but are largely composed of aliens who take no part in its affairs and are ignored by the American part of the community. The people who comprise them have, therefore, neither civic nor political existence. Since these camps are somewhat inaccessible and outside both the interest and vision of local authorities, it seems fitting that the State should take an interest in them. They are groups of people with no community life, no social consciousness and with little or no educational opportunity or interest in the great commonwealth of which they are a part. The owner and his representatives set the standard for housing, sanitation, law and order, and outside authorities, like health and police officers, are called in only in emergencies.

The padrone is not ordinarily found in these camps. In a few of the mines he still houses the men and furnishes supplies and liquor, but is being gradually eliminated from industries which he formerly controlled. The workmen usually live in company

impossible for them to get the proper schooling, which is disastrous to the city school system.[1]

Transportation.— The Bureau obtained lists of 137 railway camps and investigated 67 of them. These camps are of two kinds, construction and maintenance. The former consist of gangs varying from five to fifty men, mostly aliens, under American bosses. They are employed temporarily on road improvements and are housed by the padrone or contractor in box cars — usually too old and dilapidated for any other use. Sometimes the railways furnish these cars free to the contractor or padrone, and sometimes the latter rents them. In a few instances the men do not pay rent, but ordinarily the charge is $1 per month. The cars are often without windows, are fitted with wooden bunks and have no lockers, or provisions for keeping food, clothing and other possessions, and bathing or sanitary conveniences are never provided. In one instance, where some new box cars had been rented from the company, two shifts of men were put through the bunks daily. In another camp, in addition to the cars which were filled day and night, men bunked under them on the rails of a siding. In two of these camps single women were found cooking for squads of men who had no dressing rooms, no bathing place, no sanitary conveniences and no privacy whatever. The food is supplied by the padrone who runs a store in a box car, or sends out the supplies every week or two, and all the evils of overcharging, bad food, etc., described as found in public works camps, prevail here. The construction camps on all of the roads investigated are in the hands of such padroni.

Not all of the railroads have maintenance camps, but two of the largest in the State have extensive systems. These camps ordinarily consist of from two to five box cars dumped beside the tracks off their trucks. In some few instances where there is an unused siding the cars have been left on the tracks. These camps have from two to ten section men who keep the road in condition. They live there the year around, do their cooking and laundry out of doors, and not one of the camps visited had any sanitary or bathing provisions for the men. A number of these old cars were so filthy and vermin ridden that the men slept out of doors and

[1] For recommendations concerning education in camps, see page 111.

were leaving the employ of the road by the scores because they could not endure the conditions. As every new man meant a new fee to the padrone, only the railroad was inconvenienced, and the engineers berated the unsteadiness of labor. In one camp an old caboose had been generously added to the collection of old cars unfit even for cattle, and this was kept scrupulously clean by the men and used for a dining, smoking and recreating room.

Any one who wishes to see a camp which beggars description has but to visit Port Jervis. At the time of the inspection 46 men were housed in 20 tin shacks. These shacks consisted of old boards and pieces of tin picked up along the railroad and were built by the men themselves, *who pay the padrone* $1 *a month for hovels built out of company material on company ground.* These shacks are floorless and in severe weather afford but poor protection.

Of all the wretched living conditions in this great State to-day these in the railroad camps surpass anything investigated by this Bureau. Nowhere else has been found such an absolute disregard for comfort, health, morality and justice. The graft permitted by these two great railroads through the padroni is almost unbelievable, did not the testimony of these men, taken in camp after camp, amply prove it. Boiled down to its tersest expression this is the practice of one of the roads which obtains its men through a widely known padrone in New York city:

(1) Every charge made by the padrone,— who is not an employee nor a director of this line,— is deducted by the railroad employees before the wages are paid, upon the sole statement of the padrone. Absolutely no proof whatever is required from the employees that they have received any equivalent for the sums deducted.

(2) It is the custom in some of the camps for this company to deduct from $1 to $3 every two weeks for supplies. It makes no difference, these employees testify, *whether they buy supplies or not,* that amount is regularly taken out, and if they object they are dismissed on the order of the padrone. The men, therefore, ordinarily buy up to the amount demanded and then purchase elsewhere. *No man may work for this road unless he pays the price set, and one result is an unsettled labor market,* since the

men are not subjected to these conditions on all roads and in all industries.

(3) If the food is "rotten" or the men do not receive all they order, no refund or adjustment is ever made and the prices in this padrone's camps are higher than at any similar place in the State. The quality of the food furnished, and the conditions under which it is kept in box cars, merit the attention of the health authorities.

(4) This company also deducts $1 per week, before paying the wages, for shack rent. The shacks are of two kinds, old box cars unfit for any other use and small sheds made out of pieces of tin and wood which the employees pick up along the line. Although some of these camps have been in existence from three to eight years, they have never been cleaned and are so filthy or vermin ridden that the men have built huts outside or sleep out of doors. If they refuse to pay the $1 it is deducted *just the same regardless of where they sleep,* or they are discharged on the order of the padrone to the road. The result is that men who *want to live decently pay two rents or are dismissed.*

(5) The men get for this $1 rent, space for a bunk in one of these filthy cars, no place to cook except out of doors, and in winter they have to keep their food in their bunks and put a stove in the middle of the car. There are no sanitary provisions whatever for men who have been faithful in the road's service for many years. Although the camps adjoin public highways, the beasts of the jungle have better sanitary and bathing facilities than are afforded in the quarters where the men must live to hold their jobs.

(6) The employment fee charged by this padrone is from $1 to $3. No man can go to work for this road unless he gets a brass check from the padrone, and for this the road deducts the amount the padrone asks. This is the interesting point: In at least one of these camps, a foreman testified that he went to New York and hired twenty men who in no way came from this padrone's agency, *but the fee for each was deducted, although the men never saw the padrone or his representative.* Men who apply to the foreman on the section and are hired by him pay their toll just the same. Whenever men are changed from one gang to another a new fee is asked. A new check means a new fee, and the padrone

is the sole judge of when they shall go or stay. Good men who are needed are dismissed by the foreman upon the order of the padrone, without any reason being given therefor, and the toll in fees is sometimes as high as $9 a year for positions.

The remedy for this intolerable situation in maintenance camps lies with the railroad. The padrone system must be abolished and the railroad should be held directly responsible for the housing of the men, and should leave them free to buy their supplies where they see fit. In construction camps, the contractor, not the railroad, is directly responsible, but the abuses are practiced upon the property of the railroad and both contractor and road should be held responsible for the prevailing system.

Colonies.— Under colonies are included the sections of towns and cities or small isolated communities where the aliens live by themselves and maintain, to a considerable degree, the language, customs and living conditions of their race. Owing to the fact that the Federal census of 1910 giving the population by nationalities is not ready, no list of such colonies has been compiled, but thirty have been investigated. This is a small proportion of those in the State. No investigation has been made of colonies in large cities, the small force being concentrated on the smaller communities, which have been so long neglected.[1]

The colonies investigated are in small industrial towns, chiefly about Buffalo and Rochester. The large cities in the State have their philanthropic, charitable, civic, religious and social societies which are working in the immigrant sections trying to solve the problems of assimilation and to further good citizenship. With one or two exceptions, the small American town resident is not alive to any such responsibility and appears bewildered when any interest is shown in the "foreign section." Although living there for a generation, only a small percentage of the foreigners have become naturalized, and there is little contact with the American residents. The one reassuring thing found is that the public schools treat the American and foreign child alike, their provisions are usually adequate and the coming generation will bridge the now widely existing gap. The needs of these colonies are chiefly better housing, wider use of the schools as social centers

[1] Appendix IX for schedule for small communities.

and for work with adults, better facilities for naturalization, interpreters in courts, and postal savings banks.

In almost every community visited, people were found who were interested and willing to undertake the betterment of conditions in these sections of their towns, but did not know the best way to begin. The prejudice existing in many such sections against foreigners is due in no small measure to lack of understanding and inability to get each other's point of view.

The Bureau commends this matter of the small town immigration problem to any organizations interested in civic and patriotic work. Attention is especially called to the needs of women and children in camps and colonies. The hours of work of women, the large number of boarders cared for, the neglect of the children, the absence of any intelligent understanding of the safeguarding of health in the absence of all municipal regulations, are matters calling for a campaign of activity and education. Tuberculosis and health committees will find much to interest them in these camps. The experiments already made by the North American Civic League for Immigrants, of furnishing visiting nurses and domestic educators, opens a new field of endeavor.[1]

Summary and Recommendations.— The Bureau has attempted to portray conditions and problems confronting it in the matter of camps and colonies scattered throughout this great State. It conceives its duty in this matter to be four-fold:

(1) Wherever the local authorities are neglectful or ignorant, more authority is necessary on the part of the State, to call their attention to the conditions and ask that laws be enforced and rights and privileges of aliens safeguarded equally with those of Americans. If the local authorities are without power, the Bureau should assist them to obtain it, if it comes within their jurisdiction.

(2) Where the conditions can be best met by State action, to bring the matter to the attention of the Legislature.

(3) Where the responsibility is clearly upon the employer, to ask him to remedy the conditions.

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[1] Report of the North American Civic League for Immigrants, 1912.

(4) Where the employees are at fault, to educate them and have them understand that there are better ways of living.[1]

Although giving most of its time to the study of conditions, the Bureau has taken some remedial action. It secured the passage of an immigrant lodging place bill applicable to all camps and communities other than "temporary sleeping quarters" in labor camps.[2] This law gives the State the necessary authority, provides for educating the employee, and makes it possible to call the attention of the employer to conditions in an authoritative way.

This new law is but one month old, so scarcely a beginning has been made. Through investigators, local authorities, civic and philanthropic societies and others, a list of about 700 such immigrant lodging places was obtained. Letters, enclosing copies of the law, asking for co-operation, were sent to agencies throughout the State. Amongst these were about 150 foreign newspapers, about 500 supervisors, granges, philanthropic and charitable organizations, 20 transatlantic steamship companies and 16 foreign consul-generals.

During September, 628 application forms were mailed to persons who were reported to be conducting immigrant lodging places. Of this number, 140 returned their applications properly filled out and verified, while 46 claimed that they did not come within the meaning of the law. By the end of the month satisfactory references had been furnished by 24 of the applicants and their applications approved.

From the first, two difficulties were apparent — inability on the part of the lodging place keeper to speak the English language and the difficulty in obtaining bonds outside of the large cities. Many of the letters sent out have therefore remained unanswered, while in some instances the addressee replied in his own language that

[1] In connection with this study of camps and colonies, and the State's policy regarding them, this Bureau acknowledges its great indebtedness to one of its staff who lost her life in the cause of these helpless isolated people — Miss Carola Woerishoffer. To her splendid courage, energy and endurance, and to her untiring spirit of service, the gathering of the facts herein set forth is largely due. To her sympathy, generosity and unselfish devotion, the State must accredit the initiation of its humane policy. The cost of gathering this information in remote, oftentimes almost inaccessible parts of the State, could not possibly have been met by the Bureau, and without these data, a constructive state wide policy could not be recommended.

[2] See page 54 and Appendix V for provisions of law and Appendix VI for Regulations.

he could not read English and was therefore unable to fill out the application. It then became necessary to send a Bureau investigator, speaking the language of the applicant, to that particular community to assist in properly filling out the required forms. With only two investigators available for this work, licensing has been a very slow matter, particularly so as the policy of the Bureau is to inspect every place wherever possible, before licensing it, to explain the law and its purpose and have it mean to the keepers something beside regulation — to make it clear to them that the State is interested in bettering living conditions among aliens rather than in imposing a hardship on the people. At the same time the Bureau is also calling the attention of employers who conduct and own company houses to the fact that the State requires something better than hovels and shanties for men who work for them the year around. The results in the brief time are most encouraging. In several boarding houses where the rooms used for lodgers were overcrowded, the owner or lessee of the premises has agreed to remove some of the beds or to provide better quarters. This has resulted in more breathing space and has improved the general sanitary, as well as moral, conditions of the home. In the case of two quarries and steel companies, removed from all signs of civilization, where the congested quarters of the employees were surrounded by filth, the matter was taken up with the companies and an understanding was reached by which the companies agreed to build new houses or renovate and enlarge the old ones.

With the necessary force of investigators to carry on both the investigations and educational work, this law will doubtless become a vital force in improving the living conditions of aliens in camps.

The temporary camps are still left without proper supervision and it is recommended that an amendment be passed requiring contractors on public works to file with the Department descriptions of the quarters to be used for housing employees and that in all public contracts some minimum standard of housing and sanitation shall be required. This is now required in minutest detail of all materials used in dams, bridges and roads, why not in the care of men, a precedent already established by the New York City Board of Water Supply.

INDUSTRIAL CALAMITIES

The attention of the Bureau has been directed to this matter in two instances, that of the Arbuckle Sugar Refinery fire in Brooklyn, and the Triangle Shirt Waist fire in New York City. In both of these instances the majority of the employees were foreign born.

Arbuckle Fire.— In this fire there were employed about 700 men, of whom 90 per cent. were Poles, Lithuanians, Hungarians and a few Italians, and the Bureau, in co-operation with the North American Civic League for Immigrants, visited a number of these families, immediately following the fire. There was no loss of life, but a considerable loss of personal property, such as clothing, watches and other personal possessions, the resulting unemployment being the most serious matter. In this instance a number were temporarily employed cleaning up the derbis, and, as soon as the repairs were made, employment was promised to a majority of the workmen. The workmen, however, could not afford to wait and a number went to friends or relatives in other towns, and many returned to the old country. The laborers with families, unable to migrate, were in a number of instances directed to other employment.

A group of men, unable to speak English, and unfamiliar with labor conditions, suddenly thrown out of employment under such conditions, becomes the prey of exploiters in a number of ways. Shyster lawyers, for payments of small advance fees, induce the men to believe they have a grievance against the company and to make exorbitant demands for personal property lost. This militates against a fair adjustment of losses and re-employment. Store-keepers and other influential persons promise to get their jobs back in the factory, or some other work — a small favor which has cost as high as $30 per man.

Triangle Shirt Waist Fire.— Quite a different situation was presented here where the loss was of life rather than of property and of employment.

Knowing that the matter of immediate relief was properly in the hands of charitable societies, the Bureau immediately set about the problem of preventing exploitation by undertakers, claim agents, shyster lawyers, loan sharks, bankers and others who prey

pon the families of such victims. Just as in the case of floods, where the bodies of the victims are pilfered and rings cut from their fingers, so in our civilized cities there exist a number of villains ready to take all the surviving members of the family slave and to mortgage all their future claims. It therefore is not only a question of relief and payment of bills. This is a small part of the protection, the cost of which could be greatly lessened by reaching the immigrant first.

The entire forces of the Bureau and of the North American Civic League for Immigrants were combined, and on the day following the fire the Bureau had an agent, speaking the necessary languages, stationed at the morgue to advise friends and protect the aliens, and in co-operation with the police, none of whom spoke the necessary languages, a number of instances of exploitation were prevented. While the relief committees were still organizing and working out methods of work and assigning their forces, 195 visits had been made. Even then huge undertakers' bills had been contracted, agreements signed with lawyers and their runners, irresponsible guardians and friends were making claims, and pawn tickets had already accumulated. The Bureau representatives reported cases for relief immediately, and advised aliens needing advice to call at the Bureau and not to sign papers they did not understand. These visits resulted in many calls at the Bureau for information and advice, such as, how to reach the Red Cross Society to make requests for assistance, how to present claims for personal property, obtain employment, homes for children, and for advice regarding bankbooks and guardians.

Recommendations.— The Bureau's experience with these two accidents shows the great necessity for Government rather than philanthropy to undertake the protection and distribution of the unemployed and their families at such times. Philanthropic societies represent no authority, but only relief, and it is therefore easier for the interested adviser to retain his hold and even share in the profits of relief given by such societies. The international complications which arise among aliens, in notifying families, in establishing the identity of persons claiming relationship, in the adjustment of property matters — in which the consulates of foreign countries take an immediate and authoritative interest —

The alien is so peculiarly the victim of the shyster lawyer and the claim agent, that the investigation has been confined to the middleman who represents the employers and employees. Frequently going by check number, as the alien does in so many industries, there is difficulty of identification in cases of death; there is delay and hardship in locating and notifying his family or friends, who may be in a foreign country; there are international complications in settling his affairs here and abroad; and there are numerous controversies arising out of the custody of his small personal effects pending claims.

In this State the consulates have assumed much of the protection needed at such times by their countrymen. They will take up matters of uncollected wages, adjustment of claims, and settlement of estates. The difficulty is that while in many cases the protection is adequate, many cases are never reported but get into the hands of lawyers and collection agents. Neither have the consulates always the necessary power. Their services are not wholly adequate for two reasons. They may settle claims, but in most instances have no facilities for prosecuting cases. They have no system of reaching the alien as soon as the accident occurs. The shyster lawyer, the claim agent, the undertaker, are the first to reach the injured workman or his stricken family, and papers are signed, agreements made, and contracts made which bind the efforts of the consulate or any other disinterested agencies.

Owing to the death of Special Investigator Woerishoffer, who had this subject in charge, the Bureau has not finished its investigation and is not prepared to make recommendations at this time. At the Bureau's request, however, a special committee was appointed by the North American Civic League for Immigrants to look into the methods by which personal injury claims are being handled by existing organizations in this State and, pending the passage of a workingmen's compensation act, to provide facilities, where none exist, for the adjustment of personal injuries claims where they involve wage-earners upon whom others are dependent. All complaints made to the Bureau are now referred to the attorney employed under the direction of this committee.

CHILD LABOR

A number of complaints of alien children alleged to be illegally employed have been received and referred to the Bureau of Factory Inspection, which has jurisdiction in this matter.

The Bureau, on complaints received from the North American Civic League for Immigrants, has investigated the conditions prevailing among boys employed in 124 Greek shoe shining parlors, and by 38 Greek florists and peddlers. It found a well organized padrone system in operation in full force in cities of the first class, and the conditions of living and labor among these boys are pitiable in the extreme.

There are about 250 shoe shining establishments in New York City where Greeks employ some 1,500 boys. Most of these boys are here without their parents — coming to so-called relatives, chiefly "cousins" and "uncles," who are the padroni who pay their passage over.

A contract is entered into by the boy and his parents, binding him to work for the padrone for a specified period after landing in America in return for the passage money advanced by the padrone. But that agreement, drawn up in ignorance on the other side of the Atlantic, frequently binds the boy to toil for a whole year to repay an advance of fifty or sixty dollars. Parents and papers are furnished to help him through Ellis Island, and he arrives well coached as to the answers necessary to get him past the inspectors who are trying to enforce the laws against contract laborers and youths under sixteen unaccompanied by their parents. Once landed at the Battery, ignorance guarantees that the boys will faithfully serve their master and there begins a daily round of servitude. Rising shortly after five, breakfasting on dry bread and black coffee, they open their places of work by half-past six. At noon they one by one disappear behind a partition or down stairs for a moment to hurriedly snatch a lunch of bread and cheese or olives. In the evening at nine-thirty or ten, later on Saturdays and Sundays, they close the doors and finish the day's work by polishing the fixtures and mopping up the floors and marble stands. After that they are free to go to their wretched lodgings and prepare a stew for their sumptuous chief meal. Too tired often to pull off more than coat and shoes, they pack themselves like sardines into their crowded beds for a few hours of stifling

oblivion before the next weary day. Seven days in the week they work, watched by the crafty padrone or his relative, isolated from their countrymen, prevented from learning the English language as far as possible, kept in such complete ignorance that it is not uncommon to find Greek bootblacks who have lived here for upwards of three years and yet know nothing of the city beyond their shop, their quarters, and the streets they must traverse in getting from one to the other.

For this they receive from $80 up to a maximum of $250 per year, the average wages running from $120 to $180, together with such food and lodging as have been described and the additional privilege of buying old clothes from the padrone at three times their value. A Greek bootblack in New York receives from fifty cents a day upward in tips alone. In nine cases out of ten as soon as the tipping patron leaves the place the money goes into the register or a special receptacle provided by the padrone, and thence into his pocket.

The conditions among the flower peddlers are not much better. They go out on the streets about 9 or 10 A. M., having spent the early morning cooking their breakfasts, caring for their lodgings and arranging their flowers. They are out as late as 10 or 11 P. M., and on Saturday nights much later. They receive $10 to $20 per month wages with board and lodging. There is a moral and political danger connected with this work not found in shoe shining parlors. It is impossible for many of the Greek padroni to obtain a peddlers' license, because of the restrictions placed upon the number issued. The boys are therefore instructed to disregard the law, evade the policemen, and are often given money to cover fines, or are told they will be paid. Boys in this country a few months have testified that they have been arrested half a dozen times, have made associates in the police courts, and already regard American laws as a joke.

Either the ordinance requiring licenses should be rigidly enforced, or the policy of restricting the number of licenses changed, as the present system is responsible for a most vicious education of foreign youth. Although this Bureau has investigated only Greeks, there are thousands of boys of Italian and other nationalities who are working and living under the same conditions and

training as the Greek boys in shoe shining parlors and as flower peddlers.

The amendment passed this year, including bootblacks in the Child Labor Law, makes it possible for the Commissioner of Labor to require birth certificates, and in co-operation with the Federal authorities, the heavy migration of alien boys unaccompanied by parents may be stopped. The immigrant lodging place law is being applied to these lodging places, and with the introduction of some measures of education and recreation, progress toward making citizens of these boys may be made.

The Bureau does not believe, however, that any real progress can be made without limiting the number of hours of work for all such boys under 21 years of age, or requiring such parlors to be closed one half-day or day each week. No boy can learn English or utilize recreational provisions, or learn anything about his country or his duties as a citizen, who works seven days a week from 7 A. M. until 7 P. M., and even 9 P. M., and who is the slave of a padrone who boards and clothes him. A conference was called of the Greek shoe shining parlor proprietors, and all present favored such legislation, but also frankly stated there would or could be no voluntary change, as the competition prevented any agreement as to the amount and time of such rest periods. The Bureau, therefore, strongly urges the passage of such a law at the earliest possible moment.

SAVINGS[1]

Under this division the Bureau has made a number of investigations, and has undertaken, in co-operation with other authorities, to enforce a number of miscellaneous laws dealing with private banks, real estate investments, stock companies, raffles, loan agencies and benevolent and fraternal societies.

PRIVATE BANKS

Section 153, Subd. 4. "The Commissioner of Labor shall co-operate with other public authorities to enforce all laws applicable to private banks dealing with aliens and laborers."

The Bureau inherited from the Immigration Commission the records of its investigations and also a registry of most of the

[1] See Chart VI.

private bankers dealing with immigrants. Having investigators who spoke the languages, a plan of procedure was agreed upon in November, 1910, which included the three departments concerned, the Comptroller, the Banking Department and the Bureau. This was, in effect, that evidence of violations should be gathered by the Bureau and submitted to the department directly concerned, and that the Bureau should prepare the cases for the Attorney-General or for the district attorneys, as the law provided. This arrangement was to include both the Private Banking Law (chapter 348) and the Steamship Ticket Law (chapter 349) for which latter purpose a list of all duly authorized agents submitted to the Comptroller by the various lines was furnished to the Bureau.

In pursuance of this agreement, the Bureau districted and assigned for investigation the immigrant private bankers, numbering 495, of which 465 were in New York, 22 in Buffalo and 8 in Rochester. It was found at the outset that there were five laws which applied to private bankers. These were: (1) The Private Banking Law (chapter 348 of the Laws of 1910), requiring all persons and partnerships accepting money for transmission or deposit to be licensed. This was amended on June 21, 1911, by chapter 393 of the Laws of 1911, which differentiated between the money transmission business only and the business of accepting deposits, in that a lesser amount of securities was required for those doing a transmission business only, and also by further providing for the examination of the books of every licensee or applicant for a license. (2) Section 22 of the General Corporation Law, prohibiting any corporation from doing a banking business unless formed under or subject to the Banking Laws. This was amended on July 24, 1911, by chapter 771 of the Laws of 1911, in that all foreign as well as domestic corporations became subject to this prohibition, and also by further prohibiting all corporations, except express companies having contracts with railroad companies for the operation of an express service upon the lines of said railroad companies, trans-atlantic steamship companies, or telegraph companies, from doing a money transmission business; (3) Chapter 772 of the Laws of 1911, which was passed by the Legislature at the same time, to make provision for the legitimate foreign banks doing business in this State. (4) Section 112 of the

Banking Law, prohibiting any person engaged in the business of banking subsequent to October 1, 1892, and not subject to the supervision of the Banking Department, from advertising as a bank. (5) Section 302 of the Penal Law, prohibiting any person engaged in banking subsequent to May 23, 1885, and not subject to the supervision of the Banking Department, from advertising as a bank.

In the investigation of 495 private banks the following data give some idea of the time and effort spent by the Bureau in the study and enforcement of these laws and the difficulties and evasions encountered.

Of the 465 banks listed for New York City, 444 were investigated up to October 1st. Of these, 14 could not be found, although efforts were made to trace the proprietors to other localities where they were reported to be. One of these was finally located in New Jersey and after many conferences arrangements were made by which he agreed to pay the claims of immigrants, amounting to almost $2,000, in regular monthly instalments. Forty-six have been licensed under chapter 348 of the Laws of 1910, 3 being licensed under chapter 393 of the Laws of 1911 for the money transmission business only (1 application thereunder is still pending), and 11 immigrant private bankers have filed a $100,000 bond under subdivision 5 of this act and 136 incorporated originally as express companies in order to evade the law, but when section 22 of the General Corporation Law was amended by chapter 771 of the Laws of 1911, a reinvestigation of 58 of them disclosed the fact that half of this number had become agents of steamship and express companies, while the remainder had either gone out of this business altogether or remained in the steamship ticket business only. One express company, to evade the law *as amended,* entered into a contract for the operation of an express service, and appointed 38 private bankers as its agents. Eighty-two have become agents for bona fide express companies and for steamship companies and 2 claim exemption; 2 were agencies of foreign banking corporations, and 2 were under the supervision of the State Banking Department. Thirty-five were found to have failed without paying their liabilities, 64 have given up this business and have gone into other occupations, while 38 others

claim to have discontinued banking itself but are still in the steamship ticket and money exchange business.

Of the 22 banks in Buffalo, 3 are licensed and one immigrant private banker has filed a $100,000 bond under subdivision 5 of this act; 9 are agents of steamship and express companies; 2 claim exemption as agents for other banks; 5 are incorporated, and 2 claim to be out of the banking business.

Of 8 banks in Rochester, 6 are agents of steamship companies and 2 are incorporated.

The remaining 62 banks are under investigation, as the information obtained was not satisfactory.

While the number actually licensed under the new banking law appears small, the salutary effect of the legislation and of the activity in enforcing the laws is seen in the fact that many have gone into a less responsible business, or are now acting as agents of corporations who are responsible for them.

The enforcement of these laws has been one series of legal battles to determine the status of each. Few important matters of legislation have received such quick consideration by the courts as this one. The Bureau has prepared thirty-two cases against individuals and partnerships and thirty-nine cases against corporations. Most of these have been brought to trial or the defendants have agreed to comply with the law immediately before trial. The following is a record of enforcement during the time in which these laws have been in effect:

Chapter 348 — *Private Banking Law.*[1]— In the Federal courts, Morris Engel sought, in a bill of equity against Edward R. O'Malley, Attorney-General and others, to restrain them from carrying out the provisions of the law. Mr. Louis Marshall appeared as Special Deputy Attorney-General in defense of the law.

The plaintiff, an immigrant private banker, contended that the statute was unconstitutional under the Fourteenth Amendment, and under the commerce clause of the Constitution of the United States. (Article 1, section 8.) He denied that he was in any

[1] This Bureau notes with satisfaction that a law modeled on chapter 348, was passed in Pennsylvania this year. Pennsylvania, next to New York, has the most failures among private bankers. Many of the bankers have offices in both states, and bankers who could not qualify under the New York law have found it profitable to remove to Pennsylvania, which practice will now be prohibited.

sense a banker, treating the receipt of money for safekeeping or transmission as a case of bailment in which the very coins received must be returned or sent on. The court held that:

> "The quasi-paternal relations shown in argument and by document to exist between those following the plaintiff's calling and newly arrived immigrants justified a supervision more paternal than is needed in ordinary affairs," and that "such laws are within the scope of the discretion which belongs to legislatures, and which it is usual for them to exert."

The court meets the plaintiff's objection that there is an arbitrary discretion vested in the Comptroller to issue a license by showing that:

> "The power of the State to make pursuit of a calling dependent upon obtaining a license is well established, where safety seems to require it, and what we have said before sufficiently indicates that this calling is one to which the requirement may be attached."

As to the claim that the statute makes unconstitutional discriminations by excepting the classes mentioned in section 29-d, especially where the average amount of each sum received is not less than $500, and where a bond of $100,000 or $50,000 is given, Mr. Justice Holmes says:

> "The former of these exceptions has the manifest purpose to confine the law as nearly as may be to the class thought by the legislature to need protection, and the latter merely substitutes a different form of security, as it well may." * * *
>
> "Where the average amount of each sum received is not less than $500, we know that we have not before us the class of ignorant and helpless depositors, largely foreign, whom the law seeks to protect."

The court also held that this statute is not an attempt to regulate commerce with other states, since it relates to the receiving of deposits and not to the transmission to other states of the identical objects received on deposit.

In the State courts, James Lee, a curb broker, brought an action against Edward R. O'Malley, Attorney-General, and others, to enjoin the prospective enforcement of the law. The case was brought in the Special Term of the Supreme Court, and the law was de-

clared to be unconstitutional by Justice Bijur on the following grounds: That the law distinguished between persons of different degrees of wealth in fixing the amount of the bond and exemptions on the basis of average deposits of $500, and that it vested in the Comptroller an arbitrary power to determine who should and who should not become private bankers. Upon appeal to the Appellate Division of the Supreme Court, this decision was reversed and the law upheld. Justice Clark, writing the opinion, all concurring, declined to pass upon the constitutionality of the act, as no cause of action was stated of which the Court of Equity had jurisdiction.

The law having been declared constitutional, its enforcement was rapidly pushed under the following provisions:[1]

> *"Subd. a. Any person or partnership carrying on the business specified in section 25 of this article, without having obtained from the Comptroller a license therefor * * * shall be guilty of a misdemeanor."*

Twelve cases were prepared. Three were duly authorized agents of express companies and two were agents of a steamship company and, under an opinion of the Attorney-General, could not be proceeded against. In one case investigated at the request of the Banking Department, treaty rights, Interstate Commerce Laws and the Private Banking Law were involved. The Attorney-General finally decided that this bank was not violating chapter 348, nor section 22 of the General Corporation Law, but was amenable to section 8 of the State Banking Law. In another case of a partnership, the evidence was obtained and a warrant of arrest for one of the partners issued. Before the arrest could be made, however, the banker absconded and is still a fugitive from justice. Warrants of arrest were obtained in five other cases and involved an oriental rug merchant, a grocer, and an importer of food stuffs. In three of these cases the defendants immediately complied with the law and prosecution was not insisted upon; in one case the defendant pleaded guilty and sentence was suspended, while in the other case the complaining witness, an Armenian, disappeared after the case was put on the calendar and he has not as yet been located.

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[1] Appendix XI, text of Private Banking Law.

Subd. c. "Or who, without such license shall, on any sign, letter-head, advertisement or publication of any kind use the word 'banking' or 'banker' or any equivalent terms, in any language, in connection with any business whatsoever," etc.

Sixteen violations of this subdivision were found. On being notified by letter that they were violating this section of the law, most of these "bankers" removed their signs, destroyed their stationery, or changed their advertisement. There was one brilliant attempt at evasion. Instead of using the word "banker" in each individual advertisement, a foreign newspaper headed a column with the word "bankers" and inserted all these advertisements underneath. The Attorney-General advised that this was a violation of the law. Letters containing an excerpt from this opinion were sent to all such advertisers and the co-operation of the newspaper obtained in removing this sign.

Subd. f. "Or who shall advertise or publish in any manner whatsoever, either orally or in writing, any statement intended to convey or actually conveying the idea or impression that such licensee is in any way under the supervision of this State or of any officer thereof, or that this State or any officer thereof has passed in any way whatsoever upon the responsibility, solvency or qualifications of such licensee to engage in such business, or that this State or any officer thereof has examined any accounts of said licensee or has in any way certified that such licensee is in any way a fit person to carry on such business, shall be guilty of a misdemeanor."

There were three clear violations of this provision, and on being notified thereof, the bankers removed the objectionable statements.

*Section 28. "Any person who * * * in any affidavit made under section 29-d of this article shall swear falsely as to any fact therein stated, is guilty of perjury."*

Under this section, one case was prepared and prosecuted and a Grand Jury indictment for perjury obtained. The defendant had filed an affidavit seeking exemption under section 29-d, subd. 4, alleging that his average deposits were $500. While the investigation was in progress, he disappeared. A petition in bankruptcy was then filed against him and a receiver appointed. The defendant has become a fugitive from justice, and despite efforts to apprehend him, has not as yet been located.

Section 22, General Corporation Law.[1]—When the Private Banking Law went into effect, 136 immigrant bankers immediately became incorporated as express companies for the sole purpose of evading the law, thereby claiming exemption under subd. 3 of section 29-d, which excepted express and telegraph companies. It was first sought to compel these corporations to qualify under the corporation law, which provides as follows:

> *Section 22. Prohibition of Banking Powers. "No corporation except a corporation formed under or subject to the banking laws shall by any implication or construction be deemed to possess the power of carrying on the business of discounting bills, notes, or other evidences of debt, or receiving deposits, or buying and selling bills of exchange, or shall issue bills, notes or other evidences of debt for circulation as money."*

In some instances they accepted deposits and were clearly violating the provisions of the law; in others they claimed to transmit money only and unless this was done by a bill of exchange, their being within the law was doubtful. In no case did they do very much "express" business, and in most cases none at all. Nineteen cases were prepared. In one case a temporary receiver was immediately appointed and later made permanent, but many legal complications arose on account of the filing of a petition in bankruptcy and the appointment of another receiver by the Federal courts. Later developments showed that there were liabilities of almost $1,000,000, involving immigrant creditors all over the United States. In another case a temporary receiver was appointed and it was found that assets consisting of real property had been manipulated so as practically to leave nothing for creditors. In three other cases temporary receivers were not appointed on account of a failure to connect the transactions as corporate acts. Of these, one was dissolved by judicial decree, while the other two immediately before trial dissolved voluntarily. In six cases the motion for the appointment of a temporary receiver was adjourned when the defendants agreed to effect voluntary dissolution within thirty days or have judgment entered by default. Two immediately removed misleading advertisements, while action

[1] Appendix XII, Text of Corporation Banking Law.

[illegible]

annum. On investigation, it was learned that the express company was incorporated with a capital stock of $12,000 and that only $6,000 was paid in. All the company's agents were heavily bonded in order to fully protect the company. At a hearing an officer of the trolley line testified that no express business was actually being done. Before suit could be brought the express company signed a stipulation consenting to the entry of judgment against the company, forever enjoining and restraining the said company or any of its agents from accepting or receiving money for transmission. An injunction was signed by Supreme Court Justice Bischoff, and all the agents were immediately notified regarding this decision. A number of them now claim to have gone out of the business altogether, while several have become agents of steamship or express companies and one applied for a license under the Private Banking Law.

Foreign Corporations.— Chapter 772, passed in 1911 went into effect September 1st. This law requires foreign banking corporations doing business in this state to be licensed by the Superintendent of Banks. The Bureau has taken no action in this matter during the one month the law has been in effect and has received no complaints.[1]

Prohibition of Use of the Word Bank.— Section 112 of the Banking Law which prohibits such use by banks not under the supervision of the Banking Department and in business subsequent to 1892 has not been proceeded under, as section 302 of the Penal Law was more effective.[2] Under the latter twenty-four investigations were made, fourteen in New York City, four in Buffalo, one in Rochester and five in Syracuse and Utica. Letters notifying the bankers that the provisions of the law would be enforced were sent, and seven immediately removed their signs and three their advertisements. One ignored the letters and a warrant of arrest was obtained and the defendant held in $300 bail, pending the destruction of all his stationery and the removal of all his signs and advertisements, which order was complied with. The others filed satisfactory proof that they had been in business prior to May 23, 1885, and were therefore not within the provisions of the law.

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[1] Appendix XIII for text of law.

[2] Appendix XVI for text of laws.

In the course of the investigation of the private banking situation, complaints against two immigrant bankers later resulted in the bringing of criminal prosecutions for grand larceny. In one case, a banker to whom had been entrusted money for the purpose of forwarding it to a postal savings bank abroad, appropriated it to his own use. Repeated demands were made by the complainant for her foreign bank book or her money, until finally the banker admitted that he had not transmitted the money but had kept it for his own use and was unable to return it. The Bureau obtained a warrant of arrest for grand larceny, but before the warrant officer could serve it, the defendant absconded leaving no trace of his whereabouts. The matter was brought to the attention of the district attorney and a Grand Jury indictment was finally obtained. After several months had passed, the defendant was located in Massachusetts and finally extradited to this State. When the case was called for trial it was found that the complaining witness had disappeared, the defendant being later discharged in the custody of his counsel.

In the other case, the banker had declined to pay his liabilities and had apparently disappeared. Of the many depositors it was possible to obtain one case in which the state of affairs warranted the Bureau in applying for a warrant of arrest for grand larceny. A magistrate issued the warrant, and an investigator from this Bureau finally located the defendant and had him arrested. At the hearing it was learned that the defendant was trying to liquidate his banking business prior to embarking in a new enterprise. An adjournment was obtained and an agreement entered into between the defendant and an individual representing the banking creditors, in which the banker assigned some real property as security for the legitimate liquidation of his business and the payment of all creditors. A number of complaints were received at the Bureau, and within a few months the defendant had paid all the complainants in full and, at the instance of the complaining witness, he was finally discharged.

Commissioner of Private Banking.— The Bureau had no appropriation, not even a counsel for this work, which was in the hands of the Comptroller's office, which also had no appropriation therefor. With the passage of the amendments to the Private Banking

Law in 1911, an appropriation of $10,000 was made to the Comptroller, who appointed a Commissioner of Private Banking, a Chief Examiner and several examiners. This staff is now charged with the enforcement of the Private Banking Law. As its successful enforcement depends in some measure on the enforcement of the other four laws, and the Comptroller has no power with reference to these, the Bureau still acts as the co-ordinating bureau, and is bringing to the attention of the proper authorities violations of the Corporation and Penal Laws.

REAL ESTATE INVESTMENTS

There is no matter vitally concerning aliens which has given this Bureau more genuine concern than real estate investments. There is no form of exploitation more detrimental to the agricultural interests or bona fide distribution schemes than the colossal frauds now practiced on aliens in the sale of land. Naturally, the mind of the alien turns to a home or land for a home, and his first savings are likely to go into such an investment. Once deceived or defrauded, it is very hard to interest him in land or a farm or to encourage saving for a home. This also accounts in some measure for his investments in his home country. There, at least, land sharks do not sell him ponds and sand pits and jungles for a home or farm.

The Bureau has inquired into eleven of these schemes and finds the methods employed both resourceful and varied. In the majority of cases, these companies use pamphlets and souvenirs in order to entice their victims to purchase. It is customary with one of these companies to send out a circular letter, in which letter it is stated that the company has for sale certain property situated at the beautiful village of ——; that this property has over a thousand inhabitants, public schools, churches, stores and a great number of houses; that the soil is rich, and that the property is near the City of New York, and is most desirable for those contemplating the purchase of property for a home. These circulars are distributed broadcast and printed in Italian and other languages, and on a certain day in the spring of the year the company will form an excursion party, in order to take prospective purchasers to where

this land is situated. When the buyers arrive at the place mentioned in the circular, they are met by employees of the real estate company, and the spokesman for the company speaks in the native tongue of the prospective buyers. He shows them a desirable piece of property, informing them that the rest of the property is similar to the piece or parcel they have inspected or investigated. If a sale is made, so much money is demanded down, the rest to be paid in monthly payments. Sometimes this property is worth something, but more often it is worthless. In one case where an exchange was made for some property the victim was persuaded to part with property worth several thousand dollars and received in return a deed and a worthless sand heap. The deed given for property by these companies is, as a rule, defective; that is to say, the property is not sufficiently designated in its description in the deed. For instance, the purchaser will receive a deed designating his property as being in Block 42, Lots 26 to 30 inclusive. The purchaser, thinking that this description is sufficient, and that he will be able to locate his property, accepts the deed and files it. As a matter of fact, however, it is later discovered that in Block 42 there may be 30 lots, and he is at a loss to know which of the 30 lots belongs to him. The purchaser will find nothing on the files describing the property as designated in the deed and he is thereupon confronted with this situation: He must either sue the seller of this property, or compel him to make the deed more definite, or if the advertisement is sufficiently untrue and misleading, he can cause the arrest of the company advertising for violation of chapter 759 of the Laws of 1911. It can readily be seen that these remedies are small satisfaction to the purchaser. It may be asked why these companies cannot be prosecuted on the ground of fraud. In reply to this, the statute is far from perfect as to covering this scheme and fraud. Section 421 of the Criminal Code provides:

> "Any person, firm, corporation or association, or any employee thereof, who, in a newspaper, circular or other publication published in this State, knowingly makes or disseminates any statement or assertion of fact concerning the quantity, the quality, the value, the method of production or manufacture, or the reason for the price of his or their merchandise, or the manner or source of purchase of such merchandise, or the possession of rewards, prizes or distinc-

tions conferred on account of such merchandise or the motive or purpose of a sale, intended to give the appearance of an offer advantageous to the purchaser which is untrue or calculated to mislead, shall be guilty of a misdemeanor.

"Any person, firm, corporation or association or any employee thereof who violates any provision of this section shall be liable to a fine of not less than twenty-five nor more than one hundred dollars for each offense."

Subsequent to this section there was passed chapter 759 of the Laws of 1911.[1] This statute is a little broader than was section 421 of the Penal Law, but the great difficulty is in proving that the advertisements are sufficiently untrue or calculated to mislead. For instance, if a company should advertise its property to be near the city of New York, and also to be land suitable for farming purposes and in a beautiful village, having over a certain number of inhabitants, it can readily be seen that the company may have one idea of what is near New York which may differ from that of the purchaser, and it must also be remembered that it is no offense for one to praise his real estate, and although the pamphlets and circulars sent out may exaggerate the value of the property, the said exaggeration will not be sufficient to make these companies amenable to the criminal law.

These real estate matters were submitted to the district attorney's office of New York County, and the district attorney advised preparing a test case in the spring of the year when these companies are most active in their efforts to sell their property.

Another method used by these companies, in order to obtain customers, is as follows: They advertise in some newspaper that they will give away a lot free to the one solving a certain puzzle. This is known as the puzzle method of advertising. This puzzle is inserted in the newspaper, and the one solving it is supposed to receive a certain premium which entitles him to a lot free of charge. This is almost within the section of the law defined as a lottery, but inasmuch as the victim does not pay, or agree to pay before he buys the property for a valuable consideration, the case is not within the meaning of the statute. This section has been amended, but the amendment does not embrace this method of advertising. Upon seeing this advertisement in the newspaper,

[1]Appendix XV for text of laws.

the alien solves the puzzle and sends the solution to the company so advertising. Within a day or so an agent of the company calls upon the prospective buyer and congratulates him on his success in solving the puzzle, telling him that his answer was the first correct solution and that he has won the prize of a free lot. To get this lot, however, he will be obliged to purchase another lot at a certain price. This is a clever scheme, not alone from the fact that it is liable to interest one, but also from the fact that it is difficult to successfully prosecute people using this method of advertising, and for this reason: Should an arrest be made for a violation of chapter 759, the company would undoubtedly come into court with the plea that the agent had no right to ask the purchaser to buy another lot, and that he went outside of the authority given him when he did so. Of course, if it took this stand it would be a difficult matter to show that its advertisement was untrue and misleading. It is hardly worth while to sue these companies for the reason that they are mostly all corporations with worthless assets.

Another method seems to be as follows: The company will sell to a party a certain lot, and when the purchaser asks to have the title searched, the real estate company will produce a lawyer and the purchaser will be referred to him. The attorney will thereupon act in behalf of the purchaser and will proceed to search the title to the property. After a week or so he will inform his client, the purchaser, that as far as the records show the property is free and that the purchaser has a perfectly good title to the property. The purchaser, feeling safe and sure that he has a legal title to his property, files the same in the county clerk's office where the property is situated, and perhaps in a week or so he will be called upon by another person, who informs him that he owns property adjacent to where the property he recently purchased is and that he would like to buy the purchaser's property. Of course, this is not his intention, but during the course of the conversation the caller will inform the purchaser that if he does not desire to sell, that he, the caller, will exchange his property for some other property owned by the purchaser. If this arrangement meets with the approval of the purchaser, the caller thereupon informs him that he will call on the purchaser's lawyer any day agreeable, and that

the purchaser's lawyer can examine the deeds to the property. The victim thereupon consults the lawyer sent him by the company, and he is informed by this attorney that the deeds and records show that the party desiring to exchange the property has a perfectly valid title. The purchaser thereupon makes the exchange, and although he may receive a valid title to the property, he will later discover that he has only received some worthess property and has given in exchange a valuable piece of property. This is a scheme that is not frequently resorted to, but is a clever one, for the purchaser has only secured more of this worthless property, and the company, for the caller is nothing more than an agent for the company, has obtained something of considerable value.

Another complication in the matter is that frequently more than one state is involved. It is a rather noteworthy fact that sales of land in western or southern states are advertised in papers published and circulated in the east, and vice versa. The majority of the companies investigated, reaching immigrants in mining communities and labor camps, own land in New Jersey.

The frauds consummated through these land deals are colossal, some "Workingmen's Homes Associations" having several hundred members who are buying such worthless land. The proper protection of the purchaser requires further legislation and the Bureau recommends:

That chapter 759 should be amended so as to include the puzzle method of advertising, that is to say, if any person, firm, corporation or association or employee thereof, should advertise that a *free* lot will be given away to one solving a certain puzzle, such person should be guilty of a misdemeanor.

The Bureau further recommends that a law should be passed prohibiting a person, firm or corporation from giving a deed to a purchaser, stating that the land conveyed is free and clear of all encumbrances when at the time of sale by the person, firm, etc., there is a purchase money mortgage on the property conveyed.

That a law be passed making it a crime for any person, firm, corporation or association, or any employee thereof, to knowingly insert in a newspaper, circular, form letter, or other publication

published in this State, any statement or assertion of fact, concerning the quantity, quality or value, etc., of his or their real estate, which he or they know to be false, such act to constitute obtaining money under false pretenses, provided money is obtained upon the strength of such statements.

BENEVOLENT AND FRATERNAL SOCIETIES

It has not been possible for the Bureau to look into the operations of the thousands of fraternal societies which exist among aliens. Nothing makes a stronger appeal to the social instincts of the lonely foreigner just arrived, and almost every alien is a member of some such order. For the most part, these organizations are unquestionably of great service to the alien and are conducted honestly. But in the course of its first year the Bureau has had brought forcibly to its attention some interesting illustrations of the possible misuse of the powers of such organizations. As illustrations of the methods used, the following are given:

Although the advertisements of some of these fraternal societies state that their objects are most worthy and philanthropic and for the benefit of the immigrant, in a great many cases they are only accident or life insurance agencies. A benevolent and fraternal society will issue a book known as an identification book and on the first page of this book will be found what is known as a "Declaration of Intention." On this page the immigrant is told to write carefully

1. Facts for Declaration of Intention.
2. Name of city or town where you were born.
3. Month, day and year of your birth.
4. Name of vessel you came in, etc.

After this Declaration of Intention has been made out by the applicant, he is thereupon required to pay the fee of $1 in order to become a member of this benevolent and fraternal society. The immigrant naturally infers that he is joining a fraternal and benevolent organization, but in some cases the president of the organization is the agent of some insurance company and after the Declaration of Intention is signed by the immigrant, the president of the company immediately insures the immigrant. In some cases the only assistance the immigrant ever receives from these

so-called benevolent and fraternal societies is to receive a form application for the first papers of citizenship.

A company will call itself a voluntary relief company and state in its circular that the object of the company is the establishment and management of a fund to be known as the relief fund for the payment of definite amounts to immigrants contributing to the fund who, under the regulations, shall be entitled thereto when they are disabled by accident or sickness and, in the event of their death, to the relatives or their beneficiaries specified in the application of such immigrants. This voluntary relief company is a department of a certain company's service, in the executive charge of the superintendent, whose directions in carrying out its regulations are to be subject to the control of the president. After the immigrant becomes a member of this society he can become a member of any one of three classes to be determined by his monthly pay or usual earnings within a month, one of the rules being that he must pass a satisfactory physical examination. An immigrant at the time of entering any class as a member of the society may take one or more death benefits of the first class; said death benefits are payable to the heirs at law, or next of kin, upon his death; but before he becomes a member he must sign what is known as an application for membership in the relief fund, and in this application it will be found that the applicant agrees that the acceptance of benefits from the said relief fund for injury or death shall operate as a release for all claims for damages against the company, of which this society is a department, arising from such injury or death. He or his heirs will be compelled to take what his relief certificate entitled him to; so, as a matter of fact, instead of the immigrant receiving some true benefit from his membership in this society, he is practically signing away his rights when he signs his application for membership in this society. This method is in use by a certain company in whose employ are to be found many immigrants. Of course, this application may not bind the heirs from bringing suit, but it can be readily seen that the person or company holding this application will be in a position to inform the injured person or, in case of death, the heirs at law, that unless a release is signed the person injured or the heirs at law will not obtain any of the benefits of the relief fund. Before an immigrant signs an applica-

tion blank he agrees to accept a sum of money and release the company from all claims for damages against said company, arising from injury or death, which could be made by the immigrant, and therefore the immigrant agrees in his application blank to execute such further instrument as may be necessary in order to release the company of all claim for damages.

The Bureau recommends an investigation of such societies, especially of their insurance features, so that the frauds may be weeded out and the alien may be made more secure in the enjoyment of the undoubted privilege and benefits of bona fide fraternal societies.

RAFFLES

Another means of fraud is the raffle. The most common form is where tickets are sold for a chance on a raffle. In these lottery cases the method is as follows: Tickets will be printed and sold to immigrants at so much for a chance; that is, an immigrant will give to the owner of a ticket a sum of money, say 25 cents or 50 cents, and upon the ticket will be printed that the owner of the ticket is entitled to a chance on a watch or some other piece of property. These raffles rarely take place, or the property raffled is worthless, and in one instance it was a clear method of graft. The foreman of a mining company issued such tickets to his employees, who had to buy them to hold their jobs. No raffle had ever been held, though the practice had been in operation several years.

A considerable sum of money is made by such schemes. This Bureau has on several occasions endeavored to obtain a complainant who would state that this ticket was taken and paid for as a chance on some property to be raffled, but it is a difficult matter to obtain this evidence for the reason that the lottery or raffle sharks always protest that the immigrant did not take the ticket as a chance, but merely gave the money for a charitable purpose.

It is doubtful if the people selling tickets to immigrants could be successfully prosecuted for the following reasons: If the people engaged in this practice come under any provisions of the law, they are amenable to section 1370 of the Penal Law, and in that section it appears that a person must pay or agree to pay money for a

chance. It will be noticed on reading this section that it is absolutely necessary that the person purchasing this ticket must pay the consideration for the chance and the chance alone. In other words, if one takes a ticket on a raffle for property and the object in taking the ticket is merely to help out some worthy charity, it is not a violation of this section of the Penal Law. Therefore, it is obvious that it is difficult to prosecute the people selling these tickets to immigrants, for if these people are apprehended they immediately contend that these tickets are not taken for a chance on property, but were merely taken by the immigrants to help out some worthy charity.

The Bureau recommends that a law be enacted making it a crime for one to give, sell or in any way whatever transfer to another any ticket, chance, share or interest, or any paper, certificate, etc., where upon said ticket, etc., it appears that the said ticket, etc., is a chance on some property, no matter what the motive may be of the party purchasing or receiving this ticket. In other words, the language printed on the ticket should be considered, and if the ticket on its face shows that it is sold or given as a chance, on the raffle of property, the person selling or giving this ticket to another person should be punished. In making this recommendation, the Bureau is taking cognizance of a widely used practice of defrauding aliens.

STOCK COMPANIES

There is no form of investment of which the newly arrived alien should be more careful than stocks. The Bureau has had its attention called to several widely advertised companies in foreign language newspapers, and has received complaints from various parts of the country concerning some of them. These schemes frequently take such attractive form as workingmen's homes companies and public service stocks.

In the matter of investments, the Bureau urges that foreign language newspapers make a careful investigation into such advertisements, and rigorously and unitedly forbid the publication of fraudulent advertisements. These companies could not thrive without this means of reaching the immigrant population.

LEGAL AFFAIRS

Here again the alien is in difficulties which never present themselves to an American. When he comes to this country he leaves many matters to be later attended to in his own country. These include, renunciation of his own country, exemption from military service at home; settling of his debts, property and other legal affairs; communication with government officials and with his family; and finally either bringing over his family or providing for them in the home country. In case of illness or death, he frequently leaves matters in this country to be adjusted to the satisfaction of his family or relatives abroad. To obviate the great difficulties which exist, there have arisen in this State various classes of persons who claim to be in a position to attend to these matters. These are chiefly notaries public, collection agents, advocates, and information bureaus — whichever most appeals to the nationality involved. With the Italians, it is the notary public; with the Hungarians and Slavs, the collection agency; with the Greeks and Syrians and oriental races, the information bureau, while the "advocate" reaches them all.

NOTARIES PUBLIC

Section 153, *subd.* 5. *"The Commissioner of Labor shall investigate any and all complaints with respect to frauds, extortion, incompetency and improper practices by notaries public, and present to the proper authorities the results of such investigation for action thereon."*

In March, 1910, Gov. Hughes refused to reappoint 66 notaries public against whom complaints had been made, and also revoked the commissions of 10 other notaries public, on charges after a hearing before a commissioner. Although the executive law forbids any person to perform notarial acts without having been duly appointed, it provides no penalty. Neither has the executive office any facilities for ascertaining whether persons whose commissions are revoked or refused are performing notarial acts. Chapter 471 of the Laws of 1910 was therefore passed and provides:

"Any person who holds himself out to the public as being entitled to act as a notary public or commissioner of deeds, or who assumes, uses or advertises the title of notary public or commissioner of deeds, or equivalent terms in any language,

in such a manner as to convey the impression that he is a notary public or commissioner of deeds without having first been appointed as notary public or commissioner of deeds, or,

"A notary public or commissioner of deeds, who in the exercise of the powers, or in the performance of the duties of such office shall practice any fraud or deceit, the punishment for which is not otherwise provided for by this act, shall be guilty of a misdemeanor."

It is not appreciated by those not familiar with the powers and duties of a notary public in the lands from which aliens come, that there he is an official of power and standing, while here he is little more than a clerk. Therefore, to the alien in this country he is an official, and, relying on this belief, the alien entrusts to him his legal work on the other side, including the preparation of documents, especially powers of attorney for the sale of property. It is therefore comparatively safe, with the witnesses on the other side and the greater part of such transactions taking place in a foreign country, for notaries public to be parties to fraud and misrepresentation, with very serious consequences to the alien.

Since there are practically no requirements other than citizenship for this office, the Bureau has placed notaries public, dealing with aliens under close inspection. One of the first duties assumed was, therefore, to visit the 76 notaries public whose commissions had been refused or revoked. It was found that ten were still advertising as such, and four were actually acting as such. These have since complied with the law.

During the year, 313 investigations of notaries public dealing primarily with aliens, have been made, and 97 were found to be violating the law. The number investigated is a very small percentage of those dealing with aliens, who are constantly exceeding their powers and performing legal services.

It is also a common practice for Italian commissioners of deeds to sign documents to be sent to Italy as "Notaio Publico" to give the impression to their countrymen here and in Italy that the title is the same. It was found that 11 commissioners of deeds and unauthorized persons were so advertising as to convey the false impression that they were notaries public, when in fact they called in outside notaries public when business was brought to them, or went to their offices with documents.

The present laws are, however, wholly inadequate, and irresponsible persons scarcely able to read or write, with no legal training or financial responsibility, are acknowledging legal documents, drawing up powers of attorney and bills of sale affecting property interests abroad, and are advertising and acting as "advocates," with the result that many worthless documents are paid for by resident aliens and sent abroad, and many litigations begun by wholly irresponsible agents here and there. No records of any kind are required, the notary public in many instances, especially among Italians, not even keeping the address of the parties signing a document. He relies on them to come in if all does not go well on the other side.

No improvements in conditions can be effected until the executive law of this State is so amended as to raise the requirements for obtaining a commission to act as a notary public, to provide for records, and for inspection upon complaint.

Until the law prohibiting others than lawyers from doing legal work is extended to cover notaries public, these irresponsible officers will continue to impose upon their countrymen. Under present conditions it is easy to place the blame for frauds upon the so-called foreign representative of the notary public. The effect of the losses, exploitation, misrepresentation and frauds practiced by some of them falls heaviest on the man with small property in the old country, who wishes to remain here and become a citizen.

INFORMATION BUREAUS AND COLLECTION AGENCIES

There exists in this State a curious class of agencies which are covers for legal services, sometimes performed by lawyers, who use them as means of advertising, but more often run by ignorant foreigners who work in conjunction with some attorney, but who pretend to perform these services themselves. Knowing the needs of their countrymen, they generally use a company or firm name and advertise as being in a position to furnish employment; to assist workingmen and women; to settle estates in the old country; to make out legal documents and collect debts; to free the alien from military obligations in his home country; and in general to attend to his affairs there. They are sometimes only insurance schemes in disguise. An investigation of 13 of them

and of 13 lawyers whose practices appeared to be irregular shows that they are usually run by unscrupulous lawyers or notaries public, who use this means to get legal business and thus stimulate litigation in the courts. The number of worthless documents sent over to the courts and officials in foreign countries, drawn by these ignorant, often unauthorized practitioners of law, reach thousands each year. The frauds, committed through the powers of attorney which they demand, by means of which they dispose of property in the old country and keep the proceeds, as well as get the alien to sign away his rights, are widespread. Where these practitioners are not lawyers, they claim they are getting business for foreign lawyers and are not doing a law business, but many of them have no correspondent lawyers abroad but manage the whole transaction — a difficult matter to prove to the satisfaction of the courts, with an essential part of the transaction taking place in a foreign country. A number of such agents who advertised that they attend to legal business, upon investigation alleged that they were only interpreters in lawyers' offices and helped them to get business — in other words, acted as runners for them. One such lawyer keeps two Italians busy in his office getting legal business by means of the device of a protective league, and carries a good insurance business on the side. He claims to have 22,000 members on his books, though he cannot recall where his branch offices are located or whether he has paid any benefits or rendered any services other than legal, for which an extra fee is charged in addition to the initiation fee and monthly dues.

EDUCATION AND ASSIMILATION[1]

In matters of education, the Bureau is charged with two specific duties — the distribution to the school authorities, of the names and addresses of arriving aliens of school age and the devising of methods for the proper instruction of adult and minor aliens in the English language and in the duties and rights of citizenship. These have proved to be heavy responsibilities, for which no facilities whatever have been provided, not even a clerical force.

In conjunction with this, the Bureau has also made an experiment of furnishing the names of newly arrived aliens to various centers for the purpose of friendly visiting.

[1] Chart VII, on Education.

Although the Bureau devised and furnished a return card, showing the conditions found by the truant officer, the returns do not at this time prove either the value or the expediency of the experiment.

New York City.—Although 1,372 names of children destined to Brooklyn were furnished to the Permanent Census Board, the force and organization of that body did not permit of any of these children being visited. When the matter was brought to the attention of the school authorities there seemed to be no other force available for such visits and this represents a waste of time on the part of the Bureau in furnishing these records. Arrangements have now been made to have the children destined to Brooklyn visited by officers of the Permanent Census Board.

It is not possible to present in this report the returns from the Permanent Census Board for Manhattan and the Bronx for New York City. At the request of the Bureau, these cards were kept separate, but through a misunderstanding that the Bureau had finished compiling the data they were distributed throughout the entire records, with the result that an enormous amount of labor and delay are now involved in the compilation of the statistics which will be included in the special report on this subject to be issued by the Bureau.

Large Cities.—Of the 1,045 names sent to other parts of the State 159 went to Buffalo, 169 to Rochester, 33 to Syracuse, 61 to Yonkers and 43 to Albany, a total of 465. Other small cities scattered throughout the State received 325 names and the rural districts 255 names. In considering the following returns, it must be remembered that a very large percentage of the cards sent out cover the vacation period and the school authorities are now engaged in looking up these children, the reports upon which will not be available until next year's report.

Of the 159 names sent to Buffalo, reports were received on 29 of the 68 names sent out prior to March 1st. These show 10 children attending schools, 9 placed in school after the investigation, 5 wrong addresses, 7 unknown at the address, and one removed from the State. Of the 169 names sent to Rochester, reports were received on 21 of the 41 names sent out prior to March 1st. Of these 16 were attending school, 1 was placed in school, 2 were wrong addresses and 2 could not be found. Of the 33 names sent to Syracuse no reports were received on the

3 names sent out prior to March 1st. Of the 61 names sent to Yonkers reports were received on 15 of the 19 sent out prior to March 1st, and 14 were found attending schools and one was over school age. Of the 43 names sent to Albany, reports were received on 12 of the 18 names sent out prior to March 1st, 4 were attending school, 2 were placed in school, one was ill and 5 were unknown at the addresses given.

Small Cities and Towns.— Of the 325 names sent out, reports were received on 63 of the 99 names sent out prior to March 1st. Thirty-three of the children attended school, 2 were placed in school, in one case the parents were too poor to send the child, another was located and not in school and no reason given, 19 were unknown at the addresses given, 2 addresses did not exist, 2 had removed and 3 were not within the educational law requirements.

Rural Districts.— Of the 255 names sent out, reports were received on 13 of the 23 names sent out prior to March 1st, and, 9 children were attending school, 2 were unknown at the addresses and 2 addresses did not exist.

Summary.—These returns are too incomplete to judge the value of the work. The failure to report is due chiefly to the facts that the attendance officer frequently does not see the value of reporting, especially if the child is not within school age or cannot be found, and to the lack of equipment on the part of school authorities to follow up the child when it is not found at the first address. If the results of the experiment are to be made fully available for other states, there must be greater co-operation on the part of school authorities in reporting and the Bureau has improved its distributing system as follows in the hope of securing more complete results.

When a child between the age of 5 and 15 lands at Ellis Island, the following information concerning such child is copied from the ship manifest and sent to the Bureau of Industries and Immigration:

Name, age, sex and nationality of child.
Date of arrival.
Town or city for which child is destined.
Name and address of parent or guardian to whom child is going.

These data are copied on cards and children destined for points outside of Greater New York are separated from those going to New York City. Cards of five different colors, representing the five different boroughs, are used for Greater New York. If a child is destined for one of these five boroughs, his record is copied on a colored card representing the borough to which he is going. When the cards for Greater New York have been made and numbered, a duplicate set of small white cards is then made and filed at the Bureau according to number. The colored cards are sent to the Permanent Census Board. Investigations are made by the officers of this Board, and if a child is not in school, efforts are made to place him there. When these investigations are completed, the colored cards on which the reports are made, are returned to the Permanent Census Board. A clerk from the Bureau then copies these data on the small white card kept in the Bureau files. The colored cards are filed at the Permanent Census Board.

Information concerning children destined for points outside of Greater New York is copied on small white cards. These cards, together with a letter are sent either to the superintendent of schools or to the school commissioner of the city or town to which the children are destined. When the attendance officers in these places have made the necessary investigations, they return the small white cards, showing the results of their work, to the Bureau, and they are then ready to be filed according to number.

A record is kept of every card sent out and if at the end of a month no report has been received, a follow up letter is sent out stating that the Bureau records will not be complete until a report has been received regarding the child, and asking that the same be sent as soon as possible.

There is one other serious difficulty, namely the percentage of wrong addresses or addresses which do not exist. Not only in this investigation, but in the experiment of friendly visiting, it was found that 33 per cent. of the addresses taken from the manifest sheet did not exist, were wrong or were "faked," and that the alien had never been there. Centers are frequently established for redistribution purposes, as banks, saloons, padroni's offices, etc., and the alien cannot be traced. It is recommended that if co-operation betwen the Federal Government and states is to be made really

effective that greater care must be exercised in recording the addresses on the manifest sheets and if necessary steamship companies be penalized for carelessness or collusion in recording such addresses. The whole success of the states dealing with the alien after admission, depends upon their being able to locate him promptly or trace him. It is also desirable that the addresses of children destined to New York be furnished not only from the port of New York, as is now the case, but from all ports.

INSTRUCTION IN ENGLISH AND CITIZENSHIP

Section 153, *subd.* 3. "*The Commissioner of Labor shall further co-operate with the Commissioner of Education and with the several Boards of Education and School Commissioners in the State, to devise methods for the proper instruction of adult and minor aliens in the English language and in respect to the duties and rights of citizenship and the fundamental principles of the American system of government, and otherwise to further their education.*"

The Bureau has made no study of school facilities in large cities, owing to the activity of various organizations interested in the immigrant, and of school authorities who are very much alive to his needs. In its investigation of camps and small communities, especial attention has been paid to the educational facilities provided for both adults and children, and the Bureau is convinced that a real problem exists here which should be met by more specific action on the part of the Legislature.[1]

Children.— In the construction of public works, camps are frequently created, whose duration extends over a period of years, where the number of children suddenly thrown into the district warrants the creation of a new district or of supplemental facilities. This is the situation at Browns Station, where the Ashokan dam is being built, and at Valhalla where the Kensico dam is being built. In the first instance the Society for Italian Immigrants started the educational work and then called it to the attention of the school authorities, and the teachers are now provided by the State, while the contractors and the Society furnish the facilities. The number of children at Valhalla would justify the

[1] The section on Labor and Living Conditions, page 62, should be read in this connection.

creation of a separate district in the camp, similar to that at Browns Station, instead of the children now attending a school some distance away, which is overcrowded.

Isolated permanent communities, such as exist in quarries and mines, require special supplementary school facilities. When a company starts operations at a mine or quarry, it creates a small village about the works, and the nearest school suddenly has descending upon it a number of children not speaking English, difficult to grade and, in general, upsetting the school order and taxing its capacity. Existing schools are frequently remote and district questions arise. In one such community the camp is located near the county line, and while the school in the adjoining county is much nearer, it is not available for the children. Stoneco, where there is a quarry constituting a village of some 500 Italians, presents a good illustration of the situation. The Society for Italian Immigrants started a school, which was finally taken over by the school authorities and administered. There is now great need of a kindergarten, and more school rooms, which would be provided were there some strong body interested in bringing the matter to the attention of the employers and local school authorities.

Aside from the camps and small foreign communities, the canneries present a peculiar situation. In a number investigated, the workers include many Italians and Poles who leave the cities early and spend the summer, returning late in the fall. They live in company houses, remote from towns, which are so grouped together as to create a small summer village. In the cannery villages investigated, there were found from 10–100 children of school age who had left the city schools before they closed in the summer, as early as May, and who returned to these schools as late as October or November, thereby disorganizing the school system, or who never returned. This is a serious matter. These children, under the present factory law, are allowed to work in the fields and sheds, and children from 5 years upward work part of the time. The rest of the time they are locked out of their homes while their parents are at work, or spend the entire day roaming about with no supervision or care of any kind. Such a life of days of strenuous work, alternating with days of idleness

and neglect, should not be permitted to continue, and the Bureau recommends that vacation schools, designed and administered to supplement the public school work of the cities from which the children come, so as to cover the work of the periods for which they are absent, and also including instruction in the domestic arts and manual training, and some supervised recreation, should be established and administered by the State.

The experiment of such a school conducted by the Buffalo Committee of the North American Civic League for Immigrants, at the Olney cannery at Albion, during the summer of 1911, has demonstrated that the attendance should be made compulsory, and that an amendment bringing sheds under the factory law will be necessary to induce the parents to send the children to school. On days when the field and shed work was heavy, the school conducted by the League was practically deserted.[1]

In small industrial towns and villages, where the immigrant population is large, they are struggling with such problems as kindergartens, grading, and teaching English, which deserve greater interest and help from the State than are now given.

Adults.— The neglect of adult workers in camps and colonies and small communities, from railway camps up to small town colonies, is appalling. Outside of the schools for English and civics conducted by the Society for Italian Immigrants at Browns Station and by that Society and the North American Civic League for Immigrants at Valhalla, such camps, colonies and communities are wholly without educational facilities.

It must be remembered that aliens come into these camps, very often directly from the steamers, through the hands of a padrone who is the only person other than their fellow workmen whom they really know. They are cut off from any Americanizing influences, and get the first, and very often their only, impressions of America, from these padroni and camps. If they return to the city, this jungle experience is fresh in their minds and they frequently return to their home country knowing nothing of America outside of these camps and colonies.

The need of learning English to progress economically, to prevent accidents, to become citizens, to enable the men to under-

[1] Report of the North American Civic League for Immigrants, 1911.

stand their work better and to adopt American stardards of living, is imperative. The man who knows English can become a boss or foreman of his own men and can go into industries where he does not have to work in a gang, because only gang language is understood. It has been shown that many accidents to aliens are due to the fact that instructions, orders and warnings are given in English, which they cannot understand. There is practically no chance for the alien in the camps to qualify for naturalization, except through the influence or misrepresentation of politicians. The padrone sets his standard of living, and as he is shut off from talking to his American fellow workmen, he has no opportunity to learn a better standard of living.

These are matters of vital interest to the State of New York, and if these men are to come in and build the works which make this State industrially great, and to man the industries which make it economically powerful, it must be realized that its power, civic and political, also depends in some measure on the treatment and opportunities afforded to these workmen.

Therefore, wherever schools exist they should as rapidly as possible be used for instruction in English and civics for adult aliens; where they do not exist classes should be started. In addition to this, some practical extension of the traveling library system should be made so that camps, now absolutely devoid of reading matter, might be furnished with small libraries.

Doubtless, philanthropies will have to take the initiative in the matter of traveling libraries and recreation. This has been done by the North American Civic League for Immigrants at Valhalla, in providing a library, a playground and entertainments and in operating a moving picture show through a circuit of camps during the summer.[1] Such patriotic bodies as the Daughters of the American Revolution will find an ample field for their best endeavor and resources in patriotism were they to address themselves seriously to the question of the civic education of foreigners scattered throughout the State in these small camps, colonies and communities.

Recommendations.— From the investigations made by this Bureau, three things are apparent. First, that wherever unusual

[1] Report of the North American Civic League for Immigrants, 1911.

conditions or impositions on the prevailing school system occur from immigration, in such places as camps, mines and quarries, philanthropies have discovered the conditions and taken the initiative in experiments and remedies, the local school authorities very frequently struggling with a burden they feel it is not fair to unload upon them.

Second, that the present State machinery is inadequate, either in equipment or law, to discover the prevailing conditions or to furnish relief.

Third, that as the children are permanent residents and are our future citizens and voters, it is clearly the obligation of the State to provide for such schools and educational facilities as they may need. As the majority of alien men arriving are between the ages of 20–40, their power for good or evil on this commonwealth is much greater than is ordinarily realized, and it is not a far-sighted policy to utterly neglect their education and assimilation.

The Bureau therefore recommends:

(a) The establishment by law of a Bureau of Camp School Instruction in the Department of Education, charged with the establishment and administration of special schools for the instruction of both adults and children, and, where needed, of supplemental schools or classes for children.

(b) In case the Department of Education feels that this burden should not be placed upon it at this time, as the project is wholly experimental, that there be created a Camp School Commission charged with the duties of investigation, establishment and administration of such schools, and that the Department of Education and Department of Labor be represented on such Commission, the former having the educational facilities and the latter facilities for locating and reporting the needs of such communities.

NATURALIZATION

Although the power of naturalization is vested in the Federal Government, the Bureau has received a number of complaints concerning the fees taken by various individuals and clubs for assistance to aliens in obtaining their first papers, the understanding being that they would then obtain work or licenses to conduct business. The fees paid, the complainants testified, ranged from $1 to $10, and in some instances they had to join political clubs. They

then found that they could only peddle flowers or run pushcarts by violating the law, as the policy of New York City is against granting more licenses for such business.

This led the Bureau to make an inquiry into the relations between trade and naturalization, and to study the methods of various organizations, clubs and persons who are assisting aliens either to obtain papers or who prepare them for citizenship. In pursuance of this inquiry, some investigation has been made of the courts and their relation to the aliens.

The Bureau is not prepared, since this investigation is now in process and its facts not assembled, to make final recommendations, but it suggests that the President appoint a commission to make a full examination into this matter — not alone from the administrative side, including the simplification of the work as between the Naturalization Bureau and the courts, but of the facilities for naturalization afforded to the alien, the processes and kinds of education carried on to fit him for citizenship, and the relation of naturalization to opportunities for livelihood and kindred subjects. There is no available information to enable the Government to proceed intelligently in working out an effective procedure or broad, sane policy. This is manifestly too broad a subject for any state to investigate and few states have any facilities for such an investigation. Its importance has already been recognized, for in 1910 a Congressional committee was appointed to consider this matter. The Bureau was unable to procure any records of its work or to ascertain from its members any of the findings at which it may have arrived, and it seems desirable that a citizens' committee should undertake this matter at once. The Federal Immigration Commission did not investigate the subject of education for adult aliens.

The Bureau also recommends the establishment of schools of citizenship, with such departments as may be necessary for the theoretical and practical treatment of the subject. These divisions might well include (a) such instruction in English, civics and other subjects as the Naturalization Law requires for citizenship papers, a certificate based upon such instruction to be issued by the school and to be accepted by the court, in lieu of an examination, when the court grants final papers; (b) supplemental instruc-

tion in history, political institutions, government, duties, etc., which will fit an alien for discharging his duties as a citizen, regardless of the examination for papers. This course to be more thorough and comprehensive than (a); (c) a bureau of information, advice and assistance to render practical service in obtaining papers; (d) a correspondence course and educational section to answer queries of aliens unable to attend such schools and to disseminate reliable information concerning naturalization and its requirements.

There are now many responsible persons and organizations giving advice and help in the matter of naturalization; but there are also many insurance agents, bankers and others who offer such services in order to gain business and many swindlers who use them as a bait. The work of the reliable agencies could be coordinated by such a school, the swindlers driven out of business, and the instruction and information given out standardized.

FRIENDLY VISITING

Section 153, *subd.* 4. *"The Commissioner of Labor shall have power to devise and carry out such other suitable methods as will tend to prevent or relieve congestion and obviate unemployment."*

At the request of some of the settlements in New York City, the Bureau has made the experiment of obtaining the names of families at Ellis Island and transmitting them to the nearest settlement house in the neighborhood for the purpose of having residents visit the family to make adjustments, obtain employment, etc. Four hundred and twenty-five such names have been furnished, but the reports made do not appear to justify the experiment in a city the size of New York. The idea is a sound one and the need exists for such American connections to be made. The reasons for the failure are apparent.

There is necessarily a delay of about a week in obtaining the names from the manifest sheets. As families rarely stay long at the addresses given, they have frequently removed to some other district, or, during the delay, friends, relatives and interested parties have performed the first friendly services and the visitor is then regarded with suspicion. Furthermore, about one-third of the addresses given are erroneous or fictitious, and it was found that the alien had never been there or the address did not exist.

The agencies which have undertaken this work are not yet equipped with visitors who speak the languages or are of the same faith as the alien and cannot, therefore, adequately do the work.

On the other hand, similar work undertaken by the Council of Jewish Women for girls in New York City, and throughout the country, and by the Young Women's Christian Association for other nationalities in New York City, and by the North American Civic League for Immigrants in New York State, other than New York City, is proving highly satisfactory, and the visitors are of much service. Systemized and made effectively competitive with the agencies which now seek out the alien on his arrival to exploit him, this work of friendly visiting has a great future in the Americanization of alien peoples. The Government can never appear as a friend to the alien, for it has too long been regarded as a force. The hand of fellowship will frequently do more than the strong arm of the law, and here is clearly a field for a wise use of patriotic effort and philanthropic funds.

DISTRIBUTION OF INFORMATION

The Bureau conceives its work to be but half done if the results of its investigations and protection are brought to the alien alone, or restricted to those in need. It has therefore organized a Bureau of Information. During the first year this has in a very small way attempted to bring to the attention of both aliens and Americans a knowledge of conditions which needed their help, or to acquaint them with matters which would help them to better understand each other's points of view. This work is not yet well organized, but has great possibilities.[1]

During the year there have been distributed 8,500 copies of various laws, 2,000 pamphlets containing information and advice to aliens, and information has been sent at various times to 962 foreign language newspapers, 50 benevolent societies and 292 philanthropic organizations throughout the State. The compilation of a list of such correspondents to whom such information would be helpful or could be used for educational work has been no small part of the task of this Bureau.

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[1] See page 28, on reaching the immigrant.

SOCIAL CHARGES

Section 153, *subd.* 4. *"The commissioner of labor may secure information with respect to such aliens who shall be in prisons, almshouses and insane asylums of the state, and who shall be deportable under the laws of the United States, and co-operate with the Federal authorities and with such officials of the State having jurisdiction over such criminals, paupers and insane aliens who shall be confined as aforesaid, so as to facilitate the deportation of such persons as shall come within the provisions of the aforesaid laws of the United States, relating to deportation."*

DEPORTATION OF ALIENS

With the small office force of one stenographer and five investigators, it has been necessary to select the duties laid upon the Bureau in the order of their importance. The State has a Board of Alienists and the State Department of Charities a Superintendent of Alien Poor, with considerable machinery at their disposal for facilitating deportation. The Federal Government has adequate facilities and a staff for taking care of such matters. The Federal Immigration Commission has but recently compiled extensive data for this State which will soon be available. The Bureau has, therefore, deemed this to be one of the matters which it might leave until some further appropriation was made for the work. It has, therefore, in co-operation with the State authorities charged with these matters, dealt only with a few cases of deportation brought to its attention, and has gathered no statistics.

PUBLIC OFFICIALS

Section 153, *subd.* 5. *"The Commissioner of Labor shall investigate any and all complaints with respect to frauds, extortion, incompetency and improper practices by notaries public, interpreters and other public officials, and present to the proper authorities the results of such investigation for action thereon."*

Other than notaries public, the Bureau has not made any investigations of interpreters or other public officials, deeming this to be a latent power to be used upon complaint. Investigations are in progress by the Courts Committee of the Charity Organization Society, the American Institute of Criminal Law and Crimi-

nal Sociology, and the North American Civic League for Immigrants, into the conditions of aliens in the courts, and pending their reports, and in the absence of complaints, it did not seem advisable to duplicate work.

PHILANTHROPIC AND BENEVOLENT ORGANIZATIONS

Section 153, *subd.* 4. *"The Commissioner of Labor shall investigate and inspect institutions established for the temporary shelter and care of aliens, and such philanthropic societies as shall be organized for the purpose of securing employment for or aiding in the distribution of aliens, and the methods by which they are conducted."*

New York State, particularly New York City, has a number of institutions that care for helpless, unemployed or stranded aliens which have been brought under the supervision of the State.

Report blanks were sent to 130 such institutions in the State, and 60 were found dealing principally with aliens as defined within the law, and reports required.[1] Twenty-seven inspections have been made.

Nearly all of these institutions in New York City have representatives at Ellis Island to meet incoming immigrants and are subject to regulations by the Commissioner of Immigration, as a condition of being accorded the privilege of being represented at Ellis Island. The Commissioner of Immigration has just issued a new set of regulations standardizing the work of such institutions.[2] The work of a number of these philanthropies has been of a very high standard, but under Commissioner of Immigration Williams' administration the efficiency, care and interest in the alien has been greatly increased. The Bureau is particularly interested in having philanthropic agencies outside of New York City bring their work up to a similar standard, as there are no such Federal requirements outside of New York City.

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[1] Appendix XVI, Report forms for philanthropic institutions.
[2] Appendix XVII, Regulations for immigrant homes represented at Ellis Island.

IV

DIVISION OF COMPLAINTS AND ADJUSTMENT

IV

DIVISION OF COMPLAINTS AND ADJUSTMENT

The preceding report shows the way in which the Bureau has dealt with laws, organized agencies, middlemen, business corporations, and concerns and persons who live off the immigrant, whether legitimately or illegitimately. The work done in this Division shows the way in which the Bureau has dealt with individuals who have applied at the office either for a hearing or to be set right with the world. It was not possible in the first days of organization to keep a record of all persons calling at the Bureau, but this was done as soon as practicable.[1]

> *Section* 153, *subd.* 1. "*The Commissioner of Labor shall have the power to make full inquiry, examination and investigation into the condition, welfare and industrial opportunities of all aliens arriving and being within the State.*" (See also special powers, subd. 4 and 5 of section 153.)
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> *Section* 154. "*Any investigation, inquiry, or hearing which the Commissioner of Labor has power to undertake or to hold may by special authorization from the Commissioner of Labor be undertaken or held by or before the Chief Investigator, and any decision rendered on such investigation, inquiry or hearing, when approved and confirmed by the Commissioner and ordered filed in his office shall be and be deemed to be the order of the Commissioner. All hearings before the Commissioner or Chief Investigator shall be governed by rules to be adopted and prescribed by the Commissioner; and in all investigations, inquiries or hearings the Commissioner or Chief Investigator shall not be bound by technical rules of evidence.*"

Theory and Procedure

The experience of the Bureau in the first few months of its existence has demonstrated that the alien has peculiar problems of language and adjustment in a new country which, while often properly matters for a court, can be settled or adjusted before any

[1] Chart VIII on Complaints.

impartial state referee who can secure for him a hearing and can bring the aggrieved parties together. The chief difficulty is that the alien, being so often friendless, unemployed, without money and unable to make himself heard, cannot reach his employer or associate to state his case, or cannot get into court or afford the cost and delay incident to a hearing there. While the Bureau has no legal power to enforce its decisions, it can, in criminal cases, through duly constituted authorities, prepare the case and appear with the district attorney in behalf of the friendless, helpless alien. It can investigate and assure itself and such authorities of the facts in the case, thereby simplifying the procedure or preventing unnecessary litigation. It can urge voluntary settlements on the part of the aggrieved parties, and can advise terms of settlement, after due investigation.

The policy pursued in all complaints has been first to assign the matter for an investigation and full report. It is then referred to counsel to ascertain if all of the material facts have been gathered and whether there is any law under which this Bureau can proceed. If the facts are insufficient or there seems to be a conflict of statements, a hearing is ordered in the hope of bringing the parties together, clearing their minds and getting them to adjust the matter. Very frequently there is misunderstanding, or some bad feeling exists which can be overcome by bringing the parties together. If it is a matter upon which no agreement is possible, and a criminal action is inevitable to obtain justice, the Bureau proceeds directly through the district attorney or brings the matter to the attention of the magistrate. If there is a violation of law, the prosecution of which is vested in some existing department or bureau, the complaint is immediately referred. If the action is civil and no agreement can be reached, the Bureau then refers the matter to the Legal Aid Society or some agency which will prosecute the matter or which will further endeavor to secure a settlement, without charge, to the alien. In some instances aliens are assisted directly to obtain free summonses in civil courts. It is not the policy of the Bureau to take up any cases under litigation, as such matters are properly before the authorities having jurisdiction.

As the cases show, this arrangement is eminently satisfactory, with one exception — personal injury cases. Legal aid societies

and other similar organizations and consuls will handle these cases only to the point of settlement but not suit. This leaves the matter largely in the hands of shyster lawyers who invariably demand not less than one-half the amount of settlement. Frequently the alien being unable to reach his employer, does not know the amount of settlement, or that one has been made. At present, the Bureau has no solution to offer and can but inadequately advise those who come asking for help.[1]

It may be contended that the functions of this Division constitute an unnecessary protection on the part of the State and that sufficient opportunity is afforded by the courts. Whatever the theory, the practical experience of the Bureau has demonstrated that this is not true for a number of reasons:

First, no alien can bring his case before a criminal court without the services of a lawyer. His unfamiliarity with procedure and the language, his fear of the courts, his likelihood of falling into the hands of shyster lawyers, and his inability to pay fees for such services, operate in many meritorious cases to prevent his seeking such redress.

Second, the utmost patience is required to obtain and verify the alien's story, so interwoven is it with international complications, imperfect dates, personal hatred, old country feuds, mistaken belief in rights and obligations, and both intentional and unintentional misstatements. No court, with its crowded calendars, can or will give the necessary time to investigate, and the facts must be presented by each interested party at the trial.

Third, many of the grievances are of great importance to the individual and require fair treatment to keep alive his sense of right and justice, and are vital to his success and well-being, but have no remedy at law; or are so trivial that unless the antecedents and surrounding conditions are known, they have no place in courts of law. The need for disinterested advice is often greater than the need for prosecution.

Fourth, the alien is frequently a transient, being in New York for a few hours or days before going into another state, or sailing to his home country. New York City, being the greatest port of entry in this country, and the greatest labor market, is pe-

[1] See page 78 for progress in the matter of personal injuries.

culiarly the home of the transient who, if he is to obtain justice, must have it to-day or to-morrow and not at the end of a long calendar. It is often impossible to bring his case into court in time to obtain redress. For instance, there is a misrepresentation in the sale of a steamship ticket by the company's agent in a western state. The alien arrives, intending to sail the following day. The company refuses an adjustment and tells the alien he must wait a week or so, until it can communicate with its agent. The alien has no money to wait. The appearance of the State on behalf of the stranded man in making the initial inquiry has, in every case taken up by this Bureau, insured to him the hearing denied by the company and has often obtained for him a square deal without recourse to the courts. The potency of facts presented to offending persons and corporations by the State is very different from that presented by a ragged, penniless, foreign-speaking traveler. It is not necessary for the State to use pressure or coercion. It need only stand ready to prepare the case for the courts, if no agreement can be reached. It is safe to say that three-fourths of the frauds practiced on transient aliens are committed on the theory that the alien cannot find his way to court and cannot afford to stay and prosecute, and the person committing the fraud will therefore escape punishment. When it is realized that 580,617 or 75 per cent. of all immigrant aliens in 1910 came into the country *via* the New York port, and 163,902 or 72 per cent. left the country *via* the New York port, some idea of the need of protection of transients may be grasped.

The Bureau has found that it has been of great service in preventing useless litigation, bringing misunderstanding parties together and clearing men's minds of rubbish regarding rights and laws. When it has been necessary to bring cases to the courts through the proper authorities, its preparation of the case, wholly in the interests of justice and not on behalf of either party, has been of assistance to the prosecutor or court because of the Bureau's investigations or technical knowledge of the subjects involved.

The case work has been classified in three divisions: First, requests for advice and information, which the Bureau has referred to other organizations. Second, cases which are handled directly

and exclusively by the counsel of this Bureau. Third, civil cases in which this Bureau has endeavored to obtain a settlement, and wherever it fails, has referred them to the Legal Aid Society. This Society has a separate immigrant branch to handle such cases and makes a weekly report to this Bureau on the progress of all cases in its charge.

ADVICE AND INFORMATION

This includes aliens seeking information or direction, with no grievance or fancied wrong to be righted. It includes requests for instruction in English or trades; requests for naturalization blanks, or instruction in naturalization; requests for addresses or places to stay in other cites; inquiries for lost relatives or friends; and questions about investments, particularly in matters of real esate, allotment of government lands, purchase of farms and mining stocks, employment, etc.

The limitations of the Bureau were early appreciated, and provision was made for such inquiries. Letters of inquiry were sent to existing agencies requesting information as to what assistance could be rendered and to what nationalities, and the Bureau now has a classified card directory of many organizations in the State, and also outside the State, which can give the desired help or information. It uses an introductory slip which it gives to the alien, requesting courteous treatment from the organization to which he is sent, and a return slip for a report of what was done for the applicant.[1]

Replies were received from 132 philanthropies, church societies, missions, etc., in New York City, and 32 from similar societies, in other cities of the State; 72 from settlements and neighborhood organizations in New York City and 12 from such organizations in the State; and 14 from strictly charitable organizations in New York City and State. In addition, 26 societies conducting free employment bureaus, in connection with their work, were communicated with. The total registry of co-operating agencies is therefore 288.

During the year there have been 551 applicants for such advice and information. Of these 459 related to employment

[1] Appendix XIII for form used.

has been able to secure an adjustment without recourse to the courts in a great number of the matters in dispute. Where actions have been brought, the defendant has in most cases promised the judge to comply with the law. The Bureau has pursued the policy of acquainting the accused persons with the functions of the Bureau; of calling their attention to the law governing the matter of publicity where such abuses continued; and, where persons violating a law were agents of others, of notifying their principal of such violations, asking his co-operation, or the removal of the agent. As the work of the Bureau goes deeper into the intrenchments of the exploiters, prosecutions will be increasingly numerous, but thus far there has been a disposition to comply with its orders, through an unvarying use of the methods mentioned.

The most difficult cases have been where the complainant has had no remedy at law, but where unquestionably a wrong had been committed. Frequently the only compensation the Bureau could make was to place him in relation with agencies and persons who would give him a new grip on life and enable him to obtain a fairer valuation of employers, friends and associates. It has also secured the passage of laws wherever the abuses were widespread, worked great hardship and the injured person was without redress.

Of the 515 complaints, 155 related to transportation, 172 to industrial matters, 37 to legal affairs, 112 to savings, 9 to domestic relations and 30 were classified as miscellaneous.

Transportation.— The 155 complaints related to the sales of tickets by steamship ticket agents and peddlers, and to their representations concerning them; to runners and porters; to exploitation on the docks; to transfer companies; and to emigrant hotels. Illustrative of these cases are the following: By hotels: high rates charged to aliens in advance, sometimes for a period of three or four days; over-charges for train lunch boxes; detention of baggage; and assault on refusal to pay charges. By transfer companies: special rates instead of regular rates. One company took up the baggage checks of aliens on the train and issued an office check for 25 cents, even when the transfer for the baggage

was already arranged for. When aliens called for their baggage they had to pay the 25 cents even when they carried their baggage out of the railway baggage room. By steamship agents: misrepresentation as to time of sailing; length of passage; and issuing orders over lines for which they were not authorized or for vessels which had already sailed. By railways: the acceptance of graft by emigrant agents at stations for diverting aliens. By porters and runners: larceny; diverting immigrants from their destination; soliciting and withholding tickets; demanding extra fees; and exchanging fraudulent bills for American money.

Industrial.— The 172 complaints related to employment agencies, personal injuries, child labor, labor camps, wages and contract labor. Illustrative of these are the following: By employment agencies: stranding men in places where no positions existed; misrepresentations as to employment, work and wages; and misleading advertisements. The personal injury cases were largely wage earners of families and included complaints regarding unprotected machinery; inability to recover from the company for injuries received; malpractice by physicians; refusal of a company to keep an agreement after recovery from accident; and unprotected freight yards in city limits. The child labor cases were of immigrant girls employed in domestic service. The labor camp cases included bad living conditions and exploitation by padroni. A large percentage of the wage cases were of men employed in labor camps. The contract labor cases were of aliens employed as skilled workmen and were referred to the Federal authorities.

Legal Affairs.— The thirty-seven complaints related to notaries public, lawyers, and collection agencies and information bureaus, which are covers for legal services performed by unqualified persons. All of these agencies committed frauds and caused no end of difficulties by preparing worthless documents. The most serious abuse lies in the issuing of blank powers of attorney. Once in possession of such a paper, the "legal adviser" sells the alien's property in the home country, collects the amounts due him and is frequently a party to frauds, where the signing of deeds and documents is an essential part of what the alien intended to be a bona fide business transaction.

Savings.— The 112 complaints related to money given bankers and steamship agents for transmission, to delays in the transmission or non-arrival of such funds after months of delay, to investments in real estate and homes remote from civilization and ill adapted to the needs of a workingman with small means. In one instance an employment agent, as a condition to furnishing employment, accepted deposits from servant girls, and in court endeavored to establish these deposits as "loans." He eventually paid all claims of persons whose cases were brought to the Bureau. In another instance, the deposits of workmen were retained by the banker and not sent, in order to satisfy the claim of the banker that the depositor kept the money collected while engaged in "distributing" liquor illegally for the banker in a labor camp. The method of obtaining the savings of newly arrived aliens by offering them partnerships in business and then "freezing them out" by claiming that the business does not pay, is very common; so also are similar methods used by so-called "business exchanges" which pretend to sell the small businesses which aliens have acquired.

The frauds carried on by means of the sale of merchandise, especially cheap jewelry and articles the alien desires as soon as he begins to save, are numerous. These are widely advertised in foreign language newspapers, and a number of complaints have been referred to the postal authorities and such advertising stopped.

Domestic Relations.— It was anticipated that the Bureau would deal to a large extent with domestic troubles and white slavery. On the contrary, few of the complainants have been women. The complaints indicate that the burden of exploitation is being borne by men, though the members of their families share it, and that it bears most heavily on the nationalities which have been coming more recently, of which the majority are unskilled laborers. There have been but six complaints involving questions of desertion, non-support and abuse. This indicates that the societies and courts which deal with domestic relations problems have the matter well in hand. Early in the year the problem of families deserted in foreign countries by aliens who remarry in this country was brought to the atten-

tion of the Bureau in some unusual cases of hardship. T matter was taken up with various consuls and organizations a it is clear that upon application for a marriage license, sa factory evidence should be required of aliens to the effect t there is no wife in the old country. No legislation has been form lated, but, in view of the large number of men who come to t country unaccompanied by their families and who remarry here, is highly desirable that this matter should be discussed. Th were three cases of white slavery, all of which affected girls b less than three years, and which were therefore referred to t Federal Government.

Miscellaneous.— Under this heading have been included th miscellaneous cases. The most serious of these were twelve co plaints against immigrant homes. These have included charges th girls were being sent out to places or persons unknown to the hom that the addresses of girls were being withheld from their relativ and friends and their whereabouts not known to them; that mon deposited with the home was withheld; that money was accept for transmission, though the home did not comply with the Ban ing Law; and that immigrants were mistreated by the manage One case of a midwife engaged in immoral practices, and us the mails, was dealt with. There were two complaints agai hospitals for malpractice and bad treatment. In four instanc it was necessary to start action on the bonds to induce the empl ment agent to make good the losses incurred by aliens in goi to remote places for work, where none apparently existed or conditions were misrepresented. The other cases related to ploitation through payments for furniture on the instalment pl and controversies in matters of rent and adoption papers. T two complaints against benefit societies, one of which had he quarters in Ohio, show that this is a favorite method of offer insurance to aliens, obtaining initiation fees and dues and t for various reasons evading payments of insurance. In the c of the Ohio concern, the society was incorporated and was do business through so-called branches all over the country, d being collected for benefits which were never paid. The Dep ment of Insurance in Ohio started an inquiry and wound up affairs, and the society was found violating the New York S

rance Laws and a warrant obtained for the resident promoter
disappeared. Of the six cases of deportation, two were re-
sts for deportation by persons who have failed; two were in-
ries about persons who were being detained or about to be
orted; one was the prevention of the deportation of a young
nan who had been assaulted and was in the hospital, but it
found that she could obtain work and had friends and rela-
s to keep her and that her character was of the very best. In
last case, $25 had been charged by a foreign newspaper for
isting to obtain the release of an immigrant deported on
day the money was demanded for the service to be performed.

V

SUMMARY OF RECOMMENDATIONS

V

SUMMARY OF RECOMMENDATIONS[1]

State

That free employment bureaus be established in the various industrial centers in the State for the distribution of unskilled workers from congested centers.

That there be State supervision of both pay and free employment agencies.

That the one and a quarter cent immigrant fare law be repealed, as all such matters are now under the Public Service Commission and Interstate Commerce Commission.

That the law regulating bookers, which is unenforceable and does not apply to present conditions, be repealed.

That the Immigrant Lodging Place Law be extended to temporary labor camps.

That minimum requirements for housing and sanitation be inserted in all future public contracts to be let by the State.

That legislation closing shoe shining parlors one day or one-half day each week be enacted.

That the Penal Law be amended, so as to prohibit use of puzzles and similar devices in advertising real estate, and prohibit the giving of clear titles when a purchase money mortgage exists.

That an investigation be made by the State of the insurance departments of benevolent and fraternal societies, especially those doing an interstate business.

That the Lottery Law be amended so as to cover raffles.

That there be created a Camp School Bureau or Commission to deal with the educational needs in immigrant colonies and camps.

That the Executive Law be amended so as to include the regulation of the practices of notaries public.

That aliens marrying in this country be required to furnish satisfactory proof that there is no wife living in the home country.

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[1] Chart X.

FEDERAL

That the powers of the Division of Information of the Bureau of Immigration, of the Department of Commerce and Labor, be extended so as to cover more fully distribution and protection.

That the Federal Government regulate and license labor bureaus which furnish labor to persons and corporations doing an interstate business.

That the Federal Steamboat Inspection Service regulations be extended so as to include measures for the comfort and welfare and protection of passengers on board coastwise vessels.

That the discriminations in immigrant rates between steerage and second cabin west-bound passengers be removed.

That there be an investigation of the naturalization service, including a consideration of the restriction of naturalization to Federal courts and the appointment of judges for purposes of naturalization who will serve throughout the State.

That the Federal Government, in addition to the names now sent from the port of New York, furnish the Bureau with the names and addresses of all alien children destined to this State from ports other than New York.

That some means be devised of lessening the number of erroneous, misleading and non-existing addresses now recorded on the manifest sheets of aliens arriving in this country.

That the regulations of the Bureau of Animal Industry of the Department of Agriculture be amended so as to remedy existing abuses in the matter of the employment of cattle attendants.

MUNICIPAL

That the charter provision regulating runners be repealed and ordinances passed regulating runners and porters under a uniform law under the Bureau of Licenses, with sufficient appropriations therefor.

That the ordinances requiring declaration of intention to engage in business be abolished or made uniform, and that enforcement be consistently rigid.

That classes in English and civics for adult foreigners in the public schools be extended to cover night workers who cannot attend night schools.

BUSINESS

That business organizations extend their welfare work to immigrant sections in small communities, camps and colonies.

That the transit lines, rail and steamship, establish a transfer company for the safe transit of alien through passengers from rail to steamship lines and vice versa, across the city of New York.

That the transportation lines and shippers abolish the present method of obtaining cattle attendants and coal passers and engage their employees directly through their own agencies.

That contractors and employers of unskilled labor, especially transportation lines, abolish the padrone system whereby men are furnished in return for the privilege of housing and feeding the men so furnished to such employers, and that temporary quarters on all public contracts be erected and rented by the employer directly.

PHILANTHROPY

That welfare and educational work be extended to small communities, camps and colonies throughout the State.

That friendly visiting by Americans of newly arrived aliens be made a systematic part of the immigration work of such societies and organizations.

That patriotic societies extend their educational work in civics, history and government to aliens.

That the matter of schools, recreation, libraries and other educational needs of aliens receive attention from organizations engaged in this work among Americans.

That an experimental school of citizenship be established.

FRANCES A. KELLOR,
Chief Investigator.

APPENDIX I

Protection of Unemployed.

§ 950. **False statements in regard to employment.** Any person, firm, association or corporation, or any employee or agent thereof, who makes to any person furnishing or seeking employment any statement which is false, knowing the same to be false, in regard to any employment, work or situation, its nature, location, duration, wages, or salary attached thereto, or the circumstances surrounding the said employment, work, or situation, or who shall offer or hold himself out as in a position to secure or furnish employment without having an order therefor or such employment to be filled or shall misrepresent any other material matter in connection with said employment, work, or situation, and by reason of such statement, offer, holding out or misrepresentation, any person shall seek the employment, work or situation, in respect to which such statement, offer, holding out or misrepresentation was made, shall be guilty of a misdemeanor.

§ 2. This act shall take effect immediately.

APPENDIX II

Steamship Ticket Laws.

§ 150. **Licenses to sell transportation tickets or orders for transportation to or from foreign countries.** No person, firm, or corporation, other than railroad companies or the agents of such railroad companies or steamship companies duly appointed in writing, shall hereafter engage within this state in the sale of steamship tickets or orders for transportation to or from foreign countries or shall advertise or hold themselves out as authorized or entitled to sell such steamship tickets or orders for transportation without having first procured a license to carry on such business from the comptroller. Such license shall be granted on an application designating the place where the business for which a license is sought is to be carried on, and shall be accompanied by satisfactory proof by affidavit of good moral character. Such license shall be granted upon the payment to the comptroller of a fee of twenty-five dollars, and shall be renewed on payment of a like fee annually. Every license shall contain the name of the licensee, a designation of the city, street and number of the house in which the licensee is authorized to carry on business, and the number and date of such license. Such license shall not be transferred or assigned, nor authorize the licensee or his agents to transact business or to advertise or hold himself or themselves out as authorized and entitled to transact such business at any place other than that designated in the license, except with the written approval of the comptroller. The license shall run to the first day of September next ensuing the date thereof, and no longer, unless sooner revoked by the comptroller.

§ 2. This act shall take effect September first, nineteen hundred and eleven.

§ 1563. **Advertising as agent, without written authorization, false or misleading information.** No person issuing, selling or offering to sell any pas-

sage ticket or any instrument giving or purporting to give any right, either absolutely or upon any condition or contingency, to a passage or conveyance upon any vessel, or a berth or stateroom in any vessel, shall hold himself out to be or advertise himself in any way as the agent of the owner or consignees of such vessel or line, unless he has received authority in writing therefor, specifying the name of the company, line or vessel for which he is authorized to act as agent and the city, town or village, together with the street, and the street number in which his office is kept for the sale of tickets, and unless such written authorization is conspicuously displayed in such office. Provided that this section shall not apply to the sale of passage tickets on board any such vessel or to the offices of the actual owners or consignees of such vessel. No person issuing, selling or offering to sell or holding himself out as being authorized to sell any such passage ticket or instrument giving or purporting to give any such right to passage or conveyance shall give or cause to be given any false or misleading information or shall print, publish, distribute or circulate or cause to be printed, published, distributed or circulated any false or misleading advertisement, circular, circular letter, pamphlet, card, hand-bill or other printed paper or notice in regard to said passage, ticket or instrument or the passage or voyage to which it entitles or purports to entitle its owner, purchaser or holder or line over which, or the vessel for which such passage is sold or offered or as to his agency for such line or vessel.

§ 2. This act shall take effect September first, nineteen hundred and eleven.

APPENDIX III

Soliciting Steamship Tickets.

§ 1572. Soliciting the surrender of tickets a misdemeanor. Any hotel, boarding-house, lodging-house or restaurant owner, proprietor, manager, clerk or other employee or any runner, guide, porter or solicitor who solicits in any manner any immigrant or steerage passenger inward or outward bound, having a railroad or steamship ticket, order or other instrument entitling or purporting to entitle such passenger to transportation or conveyance on any railroad or steamship, to surrender such ticket, order or other instrument to such hotel, boarding house, lodging house or restaurant owner, proprietor, manager or other employee or to any runner, guide, porter or solicitor or any other person for the purpose of detaining any such immigrant or steerage passenger in any such hotel, boarding-house, lodging-house, or restaurant, shall be guilty of a misdemeanor.

§ 2. This act shall take effect September first, nineteen hundred and eleven.

APPENDIX IV

Rules Prescribed by the Collector of Customs for the Guidance of Hotel and Boarding House Representatives Holding Passes to Piers

1. These rules apply to the owners, agents, lessees and employees of all hotels, and to any other persons or organizations admitted to the piers of the port of New York for the purpose of soliciting, or who there solicit, the patronage of second cabin passengers.

2. No one to whom these rules apply shall have any business relations, direct or indirect, with any steamship "Landing Agent" or other steamship agent boarding incoming vessels at, or prior to reaching, the pier. This

includes prohibition of payment or receipt of commissions or gratuities in whatsoever form in return for securing patronage for the hotel.

3. Passengers whose patronage is solicited hereunder shall be conducted to their destination in New York City without unnecessary expense, the sum in no event to exceed the prescribed charges in relation to public vehicles, guides, runners, etc. No guide, runner or booker shall be employed who is not duly licensed.

4. Passengers desiring to proceed to points beyond New York City shall not be induced on any false pretext to remain over at a hotel; as, for instance, those holding "orders" for railroad transportation shall not be told that they must spend a night in New York City pending exchange of such orders for tickets where such exchange can be accomplished without such delay.

5. So far as practicable disputes arising on the pier between hotel representatives and alien passengers must be referred to some Government official for settlement.

6. All charges at hotels must be conspicously posted at the office (and in each of the rooms), such charges to include rates charged for vehicles, guides and transferring baggage, a copy thereof to be filed with the Collector. Articles of merchandise may be sold only at reasonable prices to be posted.

7. Advance payment shall not be required for more than one day's board and lodging. And to such as make advance payments and leave before the board or lodging to which they relate have been fully enjoyed, a proper rebate shall be allowed.

8. Passengers who after reaching hotels desire to proceed to points beyond New York City shall be given correct advice as to routes, etc. All reasonable precautions shall be taken to protect guests from imposition, coercion, misrepresentation and misinformation of every kind while at, on the way to, or departing from a hotel.

9. Books shall be kept accessible at any time to the Collector showing all financial transactions had with the passengers.

10. All alien guests who have complaints to make relating to the violation of any of these rules shall be informed that they may submit them in writing to the Collector at the Custom House, New York City.

11. The violation of any of the foregoing rules will result in cancellation of the dock permit and all privileges to the hotel or boarding house represented by such dock permit for such period as the Collector may direct.

APPENDIX V.

Licensing of Immigrant Lodging Places.

§ 156-a. The licensing and regulation of immigrant lodging places.

1. No person shall hereafter, directly or indirectly, own, conduct or keep an immigrant lodging place without having first obtained from the commissioner of labor a license therefor. Before receiving such license the applicant therefor shall file with the commissioner of labor, in such form as he may prescribe, a statement verified by such applicant, or if said applicant is a corporation, by one of its officers, designating the location of the immigrant lodging place for which a license shall be requested, and specifying the number of boarders or lodgers received by said applicant at any one time during the year preceding such application at the place for which a license is sought,

or if no business shall have previously been conducted at said place the maximum number of boarders or lodgers which it will accommodate. With such application there shall be presented to the commissioner of labor proof of the good moral character of the applicant, and in case such applicant is a corporation, of its officers, and in addition thereto a bond to the people of the state of New York, with two or more sureties or of a surety company approved by the commissioner of labor, conditioned that the obligor shall obey all laws, rules and regulations applicable to such immigrant lodging place prescribed by any lawful authority, and that such obligor shall discharge all obligations and pay all damages, loss and injuries which shall accrue to any person or persons dealing with such licensee, by reason of any contract or other obligation of such licensee or resulting from any fraud or deceit, conversion of property, oppression, excessive charges, or other wrongful act of said licensee or of his servants or agents in connection with the business so licensed. Where the number of boarders or lodgers specified in said application shall not exceed ten persons the penalty of said bond shall be one hundred dollars, where it shall be more than ten and less than fifty persons it shall be two hundred and fifty dollars, and where the number shall be more than fifty it shall be five hundred dollars. Any person aggrieved may bring an action for the enforcement of such bond in any court of competent jurisdiction. On the approval of the application for said license and of the bond filed therewith the commissioner of labor shall issue a license authorizing the applicant to own, conduct and manage an immigrant lodging place at the place designated in the application and to be specified in the license certificate. For such license the applicant shall pay to the commissioner of labor a fee of five dollars where the number of boarders or lodgers stated in the application does not exceed ten; a fee of ten dollars where such number exceeds ten and does not exceed fifty, and a fee of twenty-five dollars where such number exceeds fifty. Such license shall not be transferable without the consent of the commissioner of labor, nor authorize the conduct of an immigrant lodging place on any other premises than those described in the application. Such license shall be renewable annually on the payment of a fee based on the maximum number of boarders and lodgers received by the licensee at the place licensed during the preceding year. The commissioner of labor shall keep a book or books in which the licenses granted and the bonds filed shall be entered in alphabetical order, together with a statement of the date of the issuance of the license, the name or names of the principals, the place where the business licensed is to be transacted, the names of the sureties upon the bond filed and the amount of the license fee paid by the licensee.

2. Every licensee shall keep conspicuously posted in the public rooms and in each bedroom of the place licensed a statement printed in the English language and in the language understood by the majority of the patrons of said place, specifying the rate of charges by the day and week for lodging, for meals supplied, for the transportation of passengers and baggage, the services of guides, and other service rendered to such patrons. No sum shall be charged or received by or for the licensee in excess of such posted rates for any service rendered, and payment shall not be enforceable for any charge in excess of such rates. A copy of the rates so posted shall be filed by the licensee with the commissioner of labor, and no increased

rate shall be charged or received until a revised schedule showing such increase shall have been filed with the commissioner of labor. Every such licensee shall likewise file with the commissioner of labor a list specifying the names and addresses of every person employed by such licensee as a runner, guide or other employee, and showing whether such person is employed at a salary or on commission.

3. A license granted hereunder shall be revocable by the commissioner of labor on notice to the licensee and for cause shown.

4. The term immigrant lodging place as used in this section includes any place, boarding house, lodging house, inn or hotel where principally immigrants or emigrants while in transit, or aliens are received, lodged, boarded or harbored, which shall not include any place maintained or conducted by a charitable, philanthropic or religious society, association or corporation. Nothing contained herein shall be held to apply to temporary sleeping quarters in labor or construction camps.

5. Any person or any officer of a corporation owning, conducting or managing an immigrant lodging place without having obtained from the commissioner of labor a license therefor, or who shall carry on such business after the revocation of a license to carry on such business, or who shall violate any of the provisions of this section, shall be guilty of a misdemeanor.

6. The license fees collected hereunder shall be paid to the comptroller and shall constitute a fund to be used in the joint discretion of the comptroller and commissioner of labor for the expenses necessary for carrying out the provisions of this section.

§ 2. This act shall take effect on September first, nineteen hundred and eleven.

APPENDIX VI

Rules and Regulations for Immigrant Lodging Places.

The following rules and regulations have been formulated by the Bureau of Industries and Immigration for the conduct of immigrant lodging places, as provided in chapter 845 of the Laws of 1911:

APPLICATION OF THE LAW

1. Any place, boarding house, lodging house, inn or hotel, where aliens or principally transient emigrants or immigrants are received, lodged, boarded or harbored within the State, including all receiving stations for aliens as well as all lodging places and company houses where rental is charged per bed or space, but excluding temporary sleeping quarters in labor and construction camps and places conducted by charitable, philanthropic and religious societies.

2. Any place, boarding house, lodging house, inn or hotel conducted by any employer of boys who work in shoe shining parlors or in peddlers' trades where the employees received in such place are principally aliens.

3. Any place, boarding house, lodging house, inn or hotel where principally immigrants or emigrants are lodged while in transit, regardless of length of their sojourn in this country. This includes all transfer houses and places where transient immigrants or emigrants are lodged, received or harbored.

4. Any place, boarding house, lodging house, inn or hotel where principally unemployed aliens are lodged either while waiting for employment or after the termination of their employment.

5. A labor or a construction camp is one where laborers, principally aliens or immigrants, congregate or are concentrated for the purpose of carrying on seasonal work or which is conducted in conjunction with the construction of public works, public buildings or the improvement of highways. Temporary sleeping quarters in such camps are such as shall during a period of not more than ninety days be devoted to the sole purpose of affording sleeping accommodations.

6. A lodger, as distinguished from a tenant, is one who has such use or enjoyment of premises or a part thereof which does not exclude the entry or control of the owner.

APPLICATION FOR LICENSE.

The undersigned desiring a license to conduct an immigrant lodging place in accordance with chapter 845 of the Laws of 1911, hereby makes the following statements for the purpose of conforming with the requirements of said act, and to induce the Commissioner of Labor to grant said license:

1. Name of applicant. Locality.
2. Address at which lodging place is to be conducted.
3. If a corporation, give the names of officers and directors.
4. Nationality. Principal nationalities of lodgers.
5. Are any branches to be established?
6. How long has applicant been in lodging place business?
7. Name and address of owner of premises.
8. Description of premises.
9. Kind of lodging place. State fully whether lodging only is furnished, lodging and meals, or only meals.
10. Number of rooms in quarters owned or rented by applicant.
11. Number of persons in applicant's family. How many are under 14 years of age?
12. Will the applicant reside at the lodging place?
13. Number of rooms used exclusively for members of family.
14. Number of rooms used exclusively for lodgers.
15. Number of persons to be accommodated in each room.
16. Greatest number of lodgers applicant will accommodate at any one time during the year for which license is to be issued.
17. Total number of beds now in lodging place, single, double, bunks.
18. Greatest number of lodgers accommodated at any one time for year ending September 1, 1911.
19. Specify the rates to be charged for lodging only, per day, per week, per month.
20. Specify the rates to be charged for meals only, per day, per week, per month.
21. Specify the rates to be charged for cooking only where provisions are furnished by lodgers or boarders, per day, per week, per month.
22. Specify the rates to be charged for board and lodging, per day, per week, per month.
23. Specify the rates to be charged for baggage transfer, per piece.
24. Specify the rates to be charged for guide service.
25. Specify any other charges to be made.
26. Specify any other business to be transacted on premises to be used for lodging purposes.

27. Specify any privileges let to peddlers, storekeepers, liquor dealers, agents, etc.

28. Do you accept money or valuables from lodgers for safekeeping or for transmission?

29. Do you sell rail or steamship tickets, and over what lines?

30. If applicant is engaged in other lines of business, specify the same.

31. Give the names and addresses of all guides, runners or porters employed.

32. Give names of other employees.

33. State whether employees receive salaries or commissions, or both.

34. Are any inspections made of your premises, and by what authorities?

BOARD, FEES, RATES, ETC.

Upon receipt of an application for a license in the foregoing form, an inspection shall be made of the premises as far as practicable, by an investigator from the Bureau of Industries and Immigration, to determine the suitability of such premises for a lodging place, and whether such place has complied with State and municipal regulations, including all fire, building and health laws.

Upon a favorable report regarding the premises, the approval of the application, and satisfactory proof of good moral character of the applicant, a license shall be granted on the following conditions:

1. There shall be submitted to the Commissioner of Labor a bond with two or more sureties, or of a surety company, in the sum of $100 where the number of lodgers is less than ten; $250 where the number of lodgers is less than fifty; and $500 where the number exceeds fifty. The maximum capacity of the lodging place shall be the basis for determining the amount of the bond.

2. Upon approval of the bond, a license will be granted upon payment of the license fee, as follows: $5 where the number of lodgers does not exceed ten; $10 where the number does not exceed fifty; and $25 where the number exceeds fifty. The maximum capacity of the lodging place stated in the application shall be the basis for determining the amount of the fee. This fee is payable annually upon the date of the issuance of the first license, and each year thereafter upon the corresponding date.

3. If at any time the capacity of such immigrant lodging place shall exceed the maximum capacity stated in the application, or the number shall have been found to have been misrepresented, or a greater number of lodgers is being lodged in one room than specified as the maximum in the application, action may be taken by the Department of Labor to compel the giving of a proper bond and the payment of the proper fee or to revoke the license, unless due notice of such change shall have been given to the Commissioner of Labor.

4. No license shall be transferred without the consent of the Commissioner of Labor, nor shall the license be good for any place other than that named in the license, without the consent of the Commissioner.

5. Rates of charges for board, lodging, meals, transportation of passengers and baggage services of guides and all other services shall be posted conspicuously in the public room and bed rooms of each lodging place. These shall be countersigned by the Commissioner of Labor, and no rate other than that filed with the Commissioner of Labor and so countersigned shall be

charged, unless due notice in writing is first given the Commissioner of Labor and the new rate is duly posted. These rate cards shall be printed in the English language and in the language understood by the majority of the patrons of the place, and will be furnished free of charge by the Department of Labor with the license. This is done to assure uniformity and to save small lodging houses the expense of printing rate cards. Applicants preferring to print their own rate cards shall first submit the same for approval to the Department of Labor. Failure to post rates as required is a misdemeanor and a sufficient ground for revocation of license. Mutilation of such rate cards and failure to notify the Department of Labor of their removal, loss or mutilation and to replace such cards, shall be sufficient cause for revocation of the license.

6. Four hundred cubic feet of air space, equaling about 7 x 7 feet, with 2 feet between the beds is the standard adopted by the Board of Water Supply for the aqueduct labor camps, and this is recommended as the minimum standard to be adopted by applicants for licenses.

A LICENSE SHALL BE REVOCABLE IN ANY ONE OF THE FOLLOWING CASES:

1. Upon proof that the licensee is not a person of good moral character or that the place maintained by him is disorderly or a public nuisance.

2. Upon proof of any fraudulent or false statement knowingly made and contained in the application for a license.

3. Upon proof that the licensee is violating any of the laws, rules and regulations applicable to the place conducted by him including municipal ordinances relating to health, fire, buildings and safety and such State laws as are applicable thereto.

4. Upon proof of fraud, extortion, conversion of property, oppression or wrongful acts committed in relation to those dealing with such place.

5. For the transfer of a license or the establishment of a branch lodging house without a license.

6. For failure to post rates, or to make payment of the annual fee.

7. For any other good cause shown which results or tends to result in injury to the patrons of such lodging place.

In every instance there will be afforded to a licensee notice and an opportunity for a hearing before the revocation of his license.

APPENDIX VII

Complaints of Aliens in Transit.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } *ss.:*

Johanna Wojick, being duly sworn, deposes and says:

That she now boards at the Steamship Passenger Transfer Co., 30 Desbrosses street, New York City. That on or about November 20, 1911, she purchased a steamship ticket from M. Ginsburg & Son, 635 West Twelfth street, Chicago, Ill., for steamer "George Washington" sailing from New York to Bremen on November 23, 1911. That after arriving at the New York Central railroad terminal on the 11 P. M. train, she went to the Steamship Passenger Transfer Co., where she remained until the day of sailing.

That after having her baggage checked, she arrived on Pier No. 2, of the North German Lloyd Line, at Hoboken, N. J., where the S. S. "George Washington" was docked, on November 23, 1911, at 7 A. M. That after waiting several hours she, together with about sixteen other passengers, was informed by a runner of the Steamship Passenger Transfer Co., that she could not sail on this steamer, as all the steerage quarters were already occupied. That about 800 men and women were left on the pier thus unable to embark.

Deponent further states that she was forced to pay seventy-five cents for the night's lodging by the Steamship Passenger Transfer Co., although her ticket was fully prepaid, and that to her personal knowledge every man in her party was charged fifty cents for the night's lodging.

Deponent states further that she had to pay fifty cents to the same company, which amount she was told was for stamping her ticket, although her ticket was not stamped and she was left behind.

(Signed) JOHANNA her X mark WOJICK.

Sworn to before me, this
23d day of November, 1911.
(Signed) CHAS. M. HOFFMAN,
Notary Public, New York county.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } ss.:

Konistrakt Kahanko, Jacob Fedosink, and Kaprian Bondaruk, being duly sworn, depose and say:

That deponents are natives of Poland and have been in the United States, three, three and a half and two years respectively.

That on Friday, October 7th, 1910, at about 9 A. M. they arrived at Jersey City, N. J., via the Pennsylvania Railroad from Chicago; that deponents were met by two men, who conducted them to Keller's Hotel, at 335 Spring Street, New York City; that deponents had previously purchased in Chicago from Ginsburg & Sons, of that city, tickets entitling deponents to steerage accommodations and passage on the Hamburg American Line steamer sailing October 8, 1910; that on purchasing said tickets, the said M. Ginsburg & Sons, provided deponents with buttons, bearing the name and address of Keller's Hotel, above mentioned, which buttons deponents wore throughout the trip.

Deponents further say that at Hotel Keller the tickets were taken away from them and that they spent one night in the said Hotel, but ate no meals there; that at 7:30 A. M. the following day, they were asked to pay three dollars each for accommodations consisting of this one night's lodging; that when deponents refused to pay this amount, the price was reduced to $1.00, fifty cents each; that they still refused to pay, claiming that the charge was exorbitant; that in consequence of such refusal, their tickets and baggage were withheld from them; that during the argument the aforesaid Jacob

Fedosink was assaulted by a representative of said Keller's Hotel, who struck said Jacob Fedosink in the face with his fist; that the aforementioned Konistrakt Kahanko interfered, and was also assaulted by representatives of said hotel, who then forcibly ejected deponents from the building; that deponents lingered in the vicinity and at 9:10 A. M. were called back into said hotel and upon payment of fifty cents each, their baggage and tickets were delivered to them.

Deponents further say that in consequence of the delay occasioned by the occurrence above related, they missed their steamer for which they held tickets as the said steamer sailed at 9 A. M.

That the above statement has been read to deponents in the Polish language by an interpreter, and that deponents fully understand its contents.

X KONISTRAKT KAHANKO,
X JACOB FEDOSINK,
X KAPRIAN BONDARUK.

Sworn and subscribed to before me
this 10th day of October, 1910.
(Signed) HOWARD R. DOTY,
Certificate registered in N. Y. County.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } *ss.:*

Walenty Kowalik, being duly sworn, deposes and says:

That he arrived this morning from Depew, N. Y. That on December 1, 1911, he purchased steamship ticket No. 132878 for steamer "St. Louis," sailing from New York to Hamburg on December 3rd, 1911, from steamship ticket agent Matthew Kopczinsko, Depew, N. Y. That on arriving at the Lackawanna R. R. terminal on the 6:30 A. M. train, he went to the dock of the American Line, where he remained until the steamer sailed.

That after waiting several hours he (together with about 200 other passengers) was informed by a clerk of the steamship company, that he could not sail on this steamer, as all the steerage quarters were already occupied. That about 200 men and women were left on the pier thus unable to embark.

Deponent further states that his trunk which he gave to the Westcott Express Co., in Depew, N. Y., arrived in time at the dock. That he saw the trunk on the dock (Westcott check number 91722). That later on he missed his trunk, and when he asked the clerk of the company about it, he was told to show the receipt upon his arrival on the other side and they would attend to it and help him find his trunk. That he is a carpenter by trade, and that all his clothes and his tools were in this trunk.

(Signed) WALENTY KOWALIK.

Subscribed and sworn to before me,
this 2d day of December, 1911.
(Signed) L. C. WAGNER,
Special Investigator,
Bureau of Industries and Immigration,
Department of Labor.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } ss.:

Pasquale Vecchiavalli, being duly sworn, deposes and says:

That he came in from Bridgeport, Conn., this morning. That on or about November 20, 1911, he purchased steamship ticket No. 81414 for steamer "Duca d'Aosta" sailing from New York to Naples on November 25, 1911, from steamship ticket agent Luigi Manzi & Company, Bridgeport, Conn.

That he checked his baggage to Pier 74, of the Navigazione Generale Italiano, where the steamer "Duca d'Aosta" was docked. That after waiting several hours he (together with about eight other passengers) was informed by an employee of the steamship company, that he could not sail on this steamer, as all the steerage quarters were already occupied.

That a person, whom he believes to be Raffaele Prisco, said he could help him out and could get his ticket stamped if he would give him $5 for it. That he then gave him a $5 bill as requested, together with his steamship ticket.

That while waiting for his ticket, Mr. Prisco was approached by an officer (the person writing this) who spoke to him about taking money for getting tickets stamped. That the said Prisco then threw the ticket and the $5 bill at deponent. The two other persons also gave the said Prisco $5 a piece and Prisco then got their tickets stamped. That he is now unable to sail and has some of his baggage on board and knows no one in New York.

(Signed) PASQUALE VECCHIAVALLI.

Sworn to before me, this
25th day of November, 1911.
(Signed) JOSEPH MAYPER,
Special Investigator,
Bureau of Industries and Immigration,
Department of Labor.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } ss.:

Richard Pierre, of the Mills Hotel, Seventh avenue and Thirty-sixth street, New York city, being duly sworn, deposes and says:

That on November 29, 1911, he purchased a railroad and steamship ticket from the ticket office of the Canadian-Pacific railroad at Saskatoon, Sas., Canada, and that he left the same day for New York; that he arrived in New York City at the Grand Central station on Sunday, December 3d, at 7:26 A. M.; that he had a steamship ticket for the French steamer "La Lorraine" sailing from New York for France on December 7, 1911; that he walked along the streets of New York until 11 A. M., when he returned to the Grand Central station; that he remained at the station until 12 noon, and again left for the street; that on Forty-second street between Lexington avenue and Fourth avenue, he was accosted by a young man of about twenty-seven to thirty years of age, five feet, seven inches in height, slim built, clean shaven, wearing a dark suit of clothes and cap; no overcoat; that this man showed him a bill marked "fifty" and asked him to change it for him; that deponent refused to do so, saying that he had no money; that the man followed him up to Fifth avenue and asked deponent to give him as much money

as he had; that on Forty-second street, in front of the Carnegie Library, deponent gave the man fifty ($50) dollars, in one and two Canadian and American dollar bills; that in return therefore the man gave a bill marked "fifty dollars," issued by the Merchants and Planters' Bank of Georgia, and dated July 3, 1856. That all this happened between the hours of noon and 1 P. M.

Deponent further states that he returned to the station and at about 5:30 P. M. he was accosted on the corner of Lexington avenue and Forty-second street, by a colored man wearing a uniform cap, whom deponent asked for residences of Belgian people with whom he could stop for the night; that the colored man gave him an envelope marked "Ocean Travellers' Transfer Company, 193 Tenth avenue," and asked him for fifty-three (53¢) cents, saying that this was his fee for information. That deponent paid fifty-five (55¢) cents and was placed by the colored man on a crosstown car on Forty-second street; that he went to the Ocean Travellers' Transfer Company, but they sent him to Keller's Hotel, 385 West street, which wanted to charge him $1.50 per day for board and lodging; that he then went uptown again and entered a restaurant on Forty-second street; that he then presented the above-mentioned ($50) dollar bill to be changed, but he was told by the cashier that the bill was "no good"; that on Monday afternoon he called at the Belgium consulate and explained the occurrence of the previous day and that the vice-consul referred him to the State Bureau of Industries and Immigration.

On the same day, between 7 and 8 P. M., accompanied by Mr. Samuel M. Auerbach, he called at the offices of the Westcott Express Company, situated in the Grand Central terminal, and presented his railroad baggage check to the man in charge, saying that he wanted to take something out of his trunk; whereupon he was informed that he had to place the order for the transfer of the baggage before he could examine his trunk; that deponent replied he was sailing for France on the steamer "La Lorraine," leaving New York on December 7th; that the baggage man called another man from the office and said something to him and the second man accompanied deponent to the baggage room where he located the trunk; that the second man told deponent there was a charge of twenty-five (25¢) cents for storage to be paid, as the baggage had been placed in the storage room on December 3d, at 9 A. M.; that they returned to the office of the express company and the man to whom deponent had first spoken, asked him for sixty-five (65¢) cents, saying that forty (40¢) cents was for the transfer of the baggage and twenty-five (25¢) cents for the first twenty-four (24) hours' storage charge; deponent paid the sixty-five (65¢) cents and received a receipt from the company dated December 4th, signed for the company as "Brand" and with printed number as F-49041, and with number written in pencil as C Pac 115250.

Deponent again accompanied by Mr. Samuel M. Auerbach, left the station and on Lexington avenue and Forty-second street, was accosted by a young man of about twenty (20) years of age, wearing a uniform cap; that this man asked deponent in the German language in a commanding tone, where he was going, whereupon deponent told him that it was none of his business; the man insisted upon seeing his address, saying that he was from the company and had a right to ask for his address; that deponent asked him to show him his business card or card of authorization of the company, where-

upon the man took from his pocket two postal cards on which a picture of large buildings could be seen and explained that this was the place to which he was going to conduct him; that Mr. Samuel M. Auerbach interrupted deponent's conversation and said something to the man which deponent could not understand.

(Signed) RICHARD PIERRE.

Subscribed and sworn to before me,
this 5th day of December, 1911.
(Signed) CHAS. M. HOFFMAN,
Notary Public, New York County.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } *ss.:*

Istvan Fodor and Gyorgy Andrej of 32 Pearl Street, City, being duly sworn depose and say:

That they purchased at the ticket office of Geo. Ehrenhardt at Terre Haute, Ind., two steamship tickets for the steamer "Campanello" of the "Uranium Steamship Company, Ltd.," on November 25, 1910. That said agent informed them that said vessel will leave New York City on Tuesday, November 29, 1910. That said tickets read from New York to Kronstadt, Hungary, via Rotterdam, Netherlands. That deponents paid each for their transportation from Terre Haute, Ind., to Kronstadt, Hungary, sixty-one dollars. That upon advice of above agent, deponents left Terre Haute, on Sunday, November 27, 1910, at 5 P. M. and arrived in New York City on Monday, November 28, 1910, at about 8 P. M. in time to embark in above named steamer on the following day. That above agent gave deponents the attached button of "Hotel Kellor" of 335 Spring Street and upon their arrival at the railroad depot in New York City, they were met by a representative of said hotel, who recognized them by said button and conducted them to said hotel. That they remained in said hotel Monday night, all Tuesday and Tuesday night. That for two night's lodging and three meals and four meals respectively, deponents had to pay Three Dollars each. That on Wednesday morning after paying their boarding expenses, they were conducted to the Hungarian Home. That their steam tickets' number is 24,596 and 24,597. That, as they are informed and believe the date of issue and the time of sailing is not mentioned on their tickets. That they called at the New York office of said Uranium Steamship Company, Ltd., and requested the refund of their unused steamship tickets and European railroad fares and that they were told that if they pay $3.00 for telegraphic expenses, the company would wire for their money to the agent. That deponents are staying in the Hungarian Home with only $1.00 and 50¢ cash respectively and are unable to deposit the required money for the telegram.

GEORGE ANDREW,
(Signed) FODOR ISTVAN.

Translated, read and subscribed before me
on this 30th day of November, 1910.
(Signed) ALFRED MARKUS,
Notary Public, No. 697.
(Witness,) JOS. GERSLUSE.

APPENDIX VIII

EXHIBIT C

Labor Schedule.

GENERAL

Title:

Name of employer.....Contractor.....President of company.....Office address.....Location of works .....Kind of work.....Public or private.....
Nearest railroad station (name).....Distance from work.....
Greatest number of employees.....Number on date of inspection.....
Skilled.....Unskilled.....How many aliens.....Principal nationality.....Any camp at work.....Children of school age.....
Males.....Females.....Women at camp.....Nearest justice of peace.....Name and address of labor agent.....
Cost of transportation from principal labor market: Rate.....
Name.....Is there a camp bank.....Store.....School .....Hospital.....Doctor.....Saloon.....When did work commence.....Expect to complete work.....Pay day.....Deductions.....Remarks.....

EDUCATION AND RECREATION; RELIGIOUS SERVICES

Number of children of school age.....Working.....
Nearest school.....Attendance on date of inspection.....
Proportion of alien.....Amount of school money from State.....
School facilities adequate.....What additional provision is necessary.....Opinion of local teacher.....Any camp school for children.....For adults.....Is English taught.....Civics.....Attitude of employer on education of adults.....Will he erect building.....Opportunity for child training and recreation.....Occupation of women.....
Hours.....Nearest church.....Denomination.....
Any parochial school.....Camp visited by religious agents.....
What denomination.....Literature sent in.....
By whom.....

LIVING CONDITIONS

Location of camp.....Drainage.....Water supply .....Fire protection.....Laundry facilities.....
Number of buildings used for living purposes.....Any bathing facilities.....Cost of construction.....Character of construction.....Owner.....Total bunks (single).....
Double.....Total capacity.....Number of men in camp.....
Women.....Hours of women.....Bunks used in shifts.....
Time between shifts.....Air space, general.....Garbage, how disposed of?.....Bedding.....Condition of.....
How often renovated?.....Light.....Heat.....

.....Walls.....Windows..... .....How
ıted if other than windows and doors.....Toilet.....
ɔreened.....Condition.....Condition of plumb-
any.....Price of board per week.....How many
rs.....Bunk space per month.....How many men
ɔr themselves.....How many hire a cook.....

ze	High	Bunks	Men	Nationality	Windows and size	Heat	Light	Cooking	Cleanliness

.—Number each room; give air space;; number of bunks and occupants; of windows and method of ventilation; nationality of occupants; general ɔn of bedding and floors; method of heating and lighting; number of men ɔwn cooking.

CAMP STORE, SALOON, CAMP CHARGES AND BANKING

p store conducted by whom.....Nearest competitive store sel-
ıpplies.....Name.....Average weekly bill.....
ıpervision over charges.....How kept.....How
ɜd.....Any written statement to employees.....
arges checked against wages.....When deducted.....
re a padrone.....Agent or contractor.....
.....Camp privileges.....Any direct compensa-
om contractors.....Per cent. for collections.....
'e a saloon.....Licensed.....Federal.....State.....
7 whom.....On land line.....Distance from
.....Kind of liquors.....Any provision for
nent in saloon.....Is there a camp bank.....
ed by whom.....Method of keeping and receipting deposits
.....Of transmitting money.....Nearest money
ıtation.....Average monthly amount sent away on
orders.....Domestic.....Foreign.....

(On back of this sheet give prices at camp store.)

INDUSTRIAL

	Start.	Stop.	Lunch Time.
rs of labor.....How many shifts 1.	.....	.....	.....
2.	.....	.....	.....
3.	.....	.....	.....

n and how men are paid.....Deduction of time lost on
t of inclement weather.....Monthly men.....
.....Unskilled.....Average No. days per month, so lost

.....Average length of service, skilled men.....Unskilled.....Any deduction from wages.....For what purpose.....Amount.....Records kept by name.....

APPLICABLE TO CANNING INDUSTRY

	In factory proper	In shed
Number of women employed.....	.....	.....
Number of children under 16 years.....	.....	.....
Hours of work per day for women and children.....	.....	.....

Extent of entire season.....Length of overtime, rush season .....Extent of entire season.....Date children begin work in spring (to show schooling lost).....School attendance in town where cannery is located.....

WAGES SCHEDULE

Occupation	Number	Rate	Unit	Days per week

MEDICAL, SANITARY, ACCIDENTS

Is there a camp doctor.....Name and address.....
Is there a camp hospital.....Conducted by whom.....
Distance to nearest other hospital.....Location.....
Any regular charge for medical service.....How much.....
Does this include medicine for employee.....For family.....
Income from dues per month.....Cost of camp doctor.....
Of hospital.....Any illness in camp at time of inspection.....
Nature of.....Number of accidents for September.....
October.....November.....Total .....
How many men returned to work after injury.....Is record of accidents kept.....Register of diseases.....Are accidents reported.....To whom.....Contractor carry accident insurance on men.....How many.....In what company.....Has the compulsory compensation law caused contractor to drop insurance.....Explain.....
.....
.....
.....

[GIVE SYNOPSIS OF ACCIDENTS ON BACK OF THIS SHEET.]

APPENDIX IX

Small Community Schedule

Community outline No.....Name.....County.....
Distance to nearest large center.....Date.....

OFFICERS

Mayor or President.....Councilmen.....Supervisors.....
County Officers.....Justices and Police Officers.....
Criminal Courts.....Interpreter.....If outside a city, nearest police officer and court.....Railway facilities.....
.....

DESCRIPTION

Population.....Americans.....Aliens.....
Nationalities.....Permanent.....Transient.....
Number Aliens single.....Number Alien families.....Number Alien boarding houses.....Location of Alien quarters.....
In what way do Alien quarters differ from American quarters.....
Does Alien population vary with seasons.....Housing.....
Sanitation.....Police protection.....When did Aliens come. Giving order of nationalities, if more than one.....

SOCIAL AGENCIES

Associations.....Hospitals.....Churches: Protestant.....Catholic.....Charitable Organizations.....Civic Clubs.....Women's Clubs.....
Libraries (used by Aliens).....Any books or periodicals other than English.....Labor Unions.....
Benefit Societies.....Insurance.....Names of Newspapers.....Immigrant Bankers.....Immigrant Ticket Agents.....

SAVINGS AND RELIEF

Number of property holders.....Class of property held.....
Any restrictions on acquiring property.....Any investments other than real estate.....Are families generally in this country or abroad.....Amount and kind of relief given annually.....
Causes of dependence.....Attitude of Americans.....
Needs of community.....Practical measures suggested.....
Sources of information (be specific in this).....

EDUCATIONAL — CHILDREN

Number enrolled.....Parochial.....Public schools.....
Any other school facilities.....Distance to nearest schools.....
Any courses adapted to immigrant children.....Children resident the whole year.....Discrimination between Aliens and natives.....Association between American and foreign children .....Problems of immigrant education.....
Any language difficulties.....

ADULTS

Night School.....Teaching English.....Civics.....
Private classes.....Teaching English.....Civics.....
Vocational classes.....Teaching English.....Civics.....
Is English needed for industries.....Literacy of immigrants.....

Facilities for naturalization.....Americanization, hindrance .....Americanization, forces making for.....
Needs of community from American point of view.....
.....

POLITICAL

Normally Democratic or Republican.....U. S. Senatorial District.....U. S. Congressional District.....
N. Y. Senatorial District.....N. Y. Assembly District.....
Name of Republican leader.....Name of Democratic leader.....
Names of political leaders among immigrants.....Offices held by immigrants.....Number of voters.....Per cent. Alien voters.....

INDUSTRIAL

CHIEF INDUSTRIES AND OWNERS	If seasonal when is work closed	AVERAGE WAGE.			HOURS.			Home work	English	Houses	Stores	Saloons	Insurance	Welfare work	Hospitals
		Men	Women	Children	Men	Women	Children								

APPENDIX X

Accidents Schedule.

Employer.....Address.....Date and hour of accident.....191....

INJURED PERSON

Name.....Address.....Age . . . .
Occupation.....Family.....Weekly wages.....
Living where.....Weekly wages after.....
Nationality.....Does he understand English.....
How long in United States.....Skilled in this work.....
How long employed.....Instructed as to its hazards.....
By whom.....

THE INJURY

Nature and extent.....Was surgical or medical aid rendered .....By whom.....When.....Taken home or to hospital.....Probable disability.....
Has injured returned to work.....Time in hospital.....
Paid by whom.....Time out of work.....

THE MACHINE

What was it.....Condition.....
Who can prove this.....

APPLIANCE OR THING CAUSING THE ACCIDENT

Was there any defect in the machine or appliance? State fully.....
.....

THE ACCIDENT

Place.....Due to carelessness of injured.....
Negligence of fellow-workman.....Due to carelessness of injured.....Statement of injured.....Name and address of foreman in charge of work.....Names and addresses of all witnesses.....

SETTLEMENT

Amount.....Interview by whom.....Suit.....
How soon after accident.....Lawyer.....Address .....Suit pending.....Volunteer settlement.....
Settlement without suit.....With suit.....
Effect on earning capacity.....

APPENDIX XI

Private Banking Law.

§ 25. **Licenses, bonds and deposits.** Except as provided in section twenty-nine-d, no individual or partnership shall hereafter engage directly or indirectly in the business of receiving deposits of money for safe-keeping or for the purpose of transmission to another or for any other purpose in cities of the first class without having first obtained from the comptroller a license

to engage in such business. Before receiving such license the applicant therefor shall file with the comptroller a written statement in the form to be prescribed by the comptroller and verified by the individual or members of the firm making the application, showing the amount of the assets and liabilitiies of the applicant, designating the place where the applicant proposes to engage in business, that the applicant has been, or if the applicant shall constitute a partnership, that a majority of the members thereof having a controlling interest in the business of such partnership have been continuously for a period of five years immediately preceding the date of such application resident in the United States. Such applicant shall at the same time deposit with the comptroller five thousand dollars if the applicant is engaged only in the business or receiving money for transmission to another and otherwise ten thousand dollars in money or in securities which shall consist of bonds of the United States, of this state or of any municipality thereof, or other bonds approved by the comptroller, and if a depcsit of securities shall be so made in lieu of money, the comptroller shall thereafter require the applicant to maintain such deposit at all times at a value which shall equal the sum that the applicant is required by this section to deposit. In addition thereto there shall be presented to the comptroller a bond to the people of the state of New York executed by the applicant and by a surety company approved by the comptroller, conditioned upon the faithful holding of all moneys that may be deposited with the applicant, in accordance with the terms of the deposit and the repayment of such moneys so deposited and upon the faithful transmission of any money which shall be delivered to such applicant for transmission to another, and in the event of the insolvency or bankruptcy of the applicant, upon the payment of the full amount of such bond to the assignee, receiver or trustee of the applicant, as the case may require, for the benefit of the persons making such deposits and of such persons as shall deliver money to the applicant for transmission to another. The penalty of the bond shall be five thousand dollars if the applicant is engaged only in the business of receiving money for transmission to another; in all other cases the amount of such penalty shall, if the deposits of the applicants do not exceed twenty-five thousand dollars, be five thousand dollars, and if in excess thereof, the penalty of such bond shall be increased five thousand dollars for each additional twenty-five thousand dollars of deposits, or fraction thereof, not exceeding, however, a maximum penalty of fifty thousand dollars. In lieu of the aforesaid bond the applicant may deposit and the comptroller shall accept money and securities of the character above described. The money and securities so deposited shall be held on the conditions specified in the aforesaid bond. If securities be deposited in lieu of the aforesaid bond, and be accepted as hereinafter provided, the comptroller shall require the applicant to maintain such deposit at a value equal to the amount fixed as the penalty of the bond in lieu of which such money and securities shall be so deposited. Upon the receipt of such application the comptroller shall cause to be posted upon a bulletin to be maintained by him in his office in a place accessible to the general public, at noon of the succeeding Friday the name of the applicant and whether individual or partnership, and the proposed business address designated in the application. After notice of the applica-

tion shall have been so posted for a period of two weeks he may in his discretion approve or disapprove the application. In the event of his approval he shall accept the money, securities and bond, if there be one, and hold them for the purposes herein set forth, and shall issue a license authorizing the applicant to carry on the aforesaid business at the place designated in the application and to be specified in the license certificate. For such license the licensee shall pay a fee of fifty dollars. Such license shall not be transferred or assigned. It shall not authorize the transaction of business at any place other than that described in the license certificate, except with the written approval of the comptroller. Immediately upon the receipt of the license certificate issued by the comptroller pursuant to this article the licensee named therein shall cause such license certificate to be posted and at all times conspicuously displayed in the place of business for which it is issued, so that all persons visiting such place may readily see the same. It shall be unlawful for any person or partnership holding such license certificate to post such certificate or to permit such certificate to be posted upon premises other than those designated therein or to which it has been transferred pursuant to the provisions of this article, or knowingly to deface or destroy any such license certificate. If it shall be established to the satisfaction of the comptroller in accordance with rules and regulations by him prescribed, that an unexpired license certificate issued in accordance with the provisions of this article has been lost or destroyed without fault on the part of the holder, the comptroller shall issue a duplicate license therefor. The money and securities deposited with the comptroller as herein provided and the money which in case of default shall be paid on the aforesaid bond by any applicant or the surety thereof, shall constitute a trust fund for the benefit of the depositors of the licensee and of such persons as shall deliver money to such licensee for transmission to another, and such beneficiaries shall be entitled to an absolute preference as to such money or securities, over all general creditors of the licensee. Such money and securities shall in the event of the insolvency or bankruptcy of the licensee be delivered by the comptroller on the order or judgment of a court of competent jurisdiction to the assignee, receiver or trustee of the licensee designated in such order or judgment. The comptroller shall keep a book or books in which the licenses granted and the bonds filed shall be entered in alphabetical order, together with a statement of the date of the issuance of the license, the name or names of the principals, the place where the business licensed is to be transacted and the name of the surety company upon the bond filed, and the amount of all moneys and a description of all securities deposited, which record shall be open to public inspection. The comptroller shall cause to be printed annually on the first day of January and distributed upon application, a list of all licenses granted and remaining unrevoked. The comptroller shall from time to time pay over to each such licensee all moneys received by him as interest upon any moneys or securities deposited in accordance with the provisions of this article.

§ 27. **Penalties for conducting business without license, et cetera.** Any person or partnership carrying on the business specified in section twenty-five of this article without having obtained from the comptroller a license therefor, or who shall carry on such business after the revocation of a license to carry on such business, or who, without such license shall, on any sign, letterhead, advertisement or publication of any kind use the word

"banking" or "banker" or any equivalent term, in any language, in connection with any business whatsoever, or who shall fail to display the license certificate as provided in section twenty-five hereof, or who shall fail to keep books of account or to make the reports as herein provided, or any person or partnership not having a license who shall advertise or publish in any manner whatsoever, either orally or in writing, any statement intended to convey or actually conveying the idea or impression that such licensee is in any way under the supervision of this state or of any officer thereof, or that this state or any officer thereof has passed in any way whatsoever upon the responsibility, solvency or qualifications of such licensee to engage in such business, or that this state or any officer thereof has examined any accounts of said licensee or has in any way certified that such licensee is in any way a fit person to carry on such business, shall be guilty of a misdemeanor.

§ 28. **Perjury.** Any person who in any application for a license presented to the comptroller, or in any report made under this article, or on any examination or inquiry pursuant to section twenty-nine-c hereof, shall swear falsely as to the nature or value of his assets, or the amount of his liabilities or in any other particular, and any person who in any affidavit made under section twenty-nine-d of this article shall swear falsely as to any fact therein stated, is guilty of perjury.

§ 29-a. **Discharge and renewal of bonds, substitution of securities, et cetera.** The surety in a bond given pursuant to this article may give notice to the comptroller in writing requesting to be released from responsibility on account of any future breach of the condition of the bond, and that the principal in the bond be required to give a new surety, and thereupon the comptroller shall give notice in writing directed to the principal upon said bond at the place designated by him for the transaction of business requiring him within ten days from a day therein specified to file a new bond in the form required therein with a new surety, approved by the comptroller, or money or securities in lieu thereof, and upon the filing of such new bond or such money or securities in lieu thereof within the time specified, but not before, the surety upon the old bond shall be discharged from liability upon the bond given by it for any subsequent act or default of the principal. Whenever money or securities are deposited with the comptroller pursuant to this article, he may in his discretion permit the substitution of securities for money, or of money for securities, in whole or in part, or of money or securities for any bond, or of a bond for money or securities deposited (other than the money or securities which the licensee is required by section twenty-five hereof to keep at all times on deposit with the comptroller), or the withdrawal of securities deposited and the substitution of others of equal value in their place, and if the total value of securities become substantially impaired he shall require the deposit of money or additional securities sufficient to cover the impairment in value. In the event of the failure of such principal to file a new bond or such money or securities in lieu thereof, or to deposit money or additional securities to cover any impairment of value of securities theretofore deposited, within the time specified, the comptroller shall forthwith revoke the license of such principal. In the event that the licensee shall at any time discontinue the business license or with respect to which a bond shall have been filed or money or securities shall have been deposited pur-

suant to this article, the comptroller on the order or judgment of a court of competent jurisdiction may cancel the bond filed by the licensee and return to the licensee all moneys and securities deposited.

§ 29-d. **Exceptions.** The foregoing provisions shall not apply (1) to any corporation or "individual banker" authorized to do business under the provisions of the banking law, nor to any association organized under the national banking act; nor (2) to any hotel-keeper who shall receive money for safe-keeping from a guest; nor (3) to any express company having contracts with railroad companies for the operation of an express service upon the lines of such railroad companies nor to any telegraph company receiving money for transmission; nor (4) to any individual or partnership receiving money on deposit for safe-keeping or for transmission to others, or for any other purpose, where the average amount of each sum received on deposit, or for transmission, by such individual or partnership in the ordinary course of business, during the fiscal year preceding the date of the affidavit hereinafter specified, shall not be less than five hundred dollars, proof of which fact by affidavit to the satisfaction of the comptroller shall be made by the individual or a member of the partnership seeking exemption hereunder, whenever thereunto requested by the comptroller; nor (5) to any individual or partnership who would otherwise be required to comply with section twenty-five of this article who shall file with the comptroller a bond in the sum of one hundred thousand dollars, approved by the comptroller as to form and sufficiency, for the purpose and conditioned as in said section prescribed, where the business is conducted in a city having a population of one million or over and if conducted elsewhere in the state such bond shall be in the sum of fifty thousand dollars; or in lieu thereof money or securities approved by the comptroller of the same amount. The provisions of section twenty-nine-a shall be applicable to such bond, or deposit of money or securities.

§ 29-e. **Examination by comptroller; penalty for interference therewith; proceedings by attorney-general.** 1. Whenever the comptroller shall deem it expedient, he may, either personally or by one of his deputies, or by examiners appointed by him, examine every applicant for a license or any licensee hereunder with respect to the nature and value of his assets, the manner in which the same are invested, the amount and character of his liabilities, and the conditions under which his business is conducted. For the purposes of such examination the comptroller, his deputies and examiners, shall have free access to the vaults, safes, books, papers and securities of such applicant or licensee, and shall be permitted to examine the same and to make inventories, statements of accounts and transcripts from such books and papers. The person making such examination may summon said applicant or licensee, and any other witnesses who may be deemed necessary and examine them under oath with respect to the matters aforesaid, and for that purpose may administer oaths. It shall be the duty of the person conducting such examination to file the testimony taken, together with such inventories, statements of account and transcripts, in the office of the comptroller.

2. Any person who shall willfully fail or refuse to appear and testify when so required, or who shall interfere with or obstruct such examination, or prevent access to the aforesaid vaults, safes, books, papers and securities, or fail to comply with any requirement of the person making such examination, is guilty of a misdemeanor.

3. Whenever it shall appear that any licensee hereunder is insolvent or that the condition of the business conducted by him is such as to render its continuance hazardous, or that such licensee has failed to comply with any of the provisions hereof, the comptroller shall report the facts to the attorney-general, who shall thereupon institute an action in the supreme court to wind up the business so licensed and to restrain the licensee from conducting the same, and in such action the court may appoint a temporary receiver to enforce the bond given under section twenty-five hereof, to take possession of the property and effects of the licensee, to convert them into money, and to hold the same subject to the direction of the court.

§ 2. This act shall take effect immediately.

APPENDIX XII

Corporation Banking Law.

§ 22. **Prohibition of banking powers.** No corporation, domestic or foreign other than a corporation formed under or subject to the banking laws of this state or of the United States, except as permitted by such laws, shall by any implication or construction be deemed to possess the power of carrying on the business of discounting bills, notes or other evidences of debt, of receiving deposits, of buying and selling bills of exchange, or of issuing bills, notes or other evidences of debt for circulation as money, or of engaging in any other form of banking; nor shall any such corporation, except an express company having contracts with railroad companies for the operation of an express service upon the lines of such railroad companies, or a transatlantic steamship company, or a telegraph company, or a corporation incorporated prior to the year eighteen hundred and fifty, to promote the welfare of emigrants, possess the power of receiving money for transmission or of transmitting the same, by draft, traveler's check, money order or otherwise.

§ 2. This act shall take effect immediately.

APPENDIX XIII

Foreign Corporation Banking Law.

§ 33-a. **License to certain foreign banking corporations.** No foreign banking corporation other than a national bank shall transact in this state the business of buying, selling, paying or collecting bills of exchange, or of issuing letters of credit or of receiving money for transmission or transmitting the same by draft, check, cable or otherwise, or of making sterling or other loans, or transact any part of such business, or shall maintain in this state any agency for carrying on such business or any part thereof, (a) unless said corporation shall have been authorized by its charter to carry on such business and shall comply with the laws of the state or country under which it is incorporated; (b) unless the actual value of the assets of said corporation shall be at least two hundred and fifty thousand dollars in excess of its liabilities; (c) unless said corporation shall comply with all of the provisions of this chapter and the requirements of law applicable to it, and (d) shall receive from the superintendent of banks a license authorizing it to transact within this state the business hereinbefore specified.

§ 33-b. **Application for license and conditions to be complied with.** Before receiving such license the applicant therefor shall file with the superintendent

of banks an exemplified copy of its charter and by-laws, or the equivalent thereof, and a statement, under oath, by one of the duly authorized officers of said corporation, specifying with such details as the superintendent of banks shall require its assets and liabilities and showing compliance by it with the laws of the state or country of its incorporation. The applicant shall furnish such further proof as to the nature and character of its business and its solvency as the superintendent of banks shall deem proper. If he shall be satisfied that the said corporation may be safely permitted to conduct the business aforesaid within this state, or through any agency which shall be specified, he shall issue a license authorizing the applicant to carry on the aforesaid business at the place designated in the application and to be specified in the license certificate. For such license the licensee shall pay a fee of two hundred and fifty dollars. Such license shall not be transferred or assigned and shall not authorize the transaction of business at any place other than that prescribed in the license certificate except with the written approval of the superintendent of banks. Upon the receipt of such license certificate the licensee shall cause the same to be at all times conspicuously displayed in its place of business. The said license shall continue in force from year to year, on the payment of an annual fee of two hundred and fifty dollars and compliance with all of the provisions of this chapter and of the requirements of law applicable to such licensee. The license issued shall at any time be revocable by the superintendent of banks for cause shown, and in case of such revocation the license certificate shall be surrendered to the superintendent of banks within twenty-four hours after written notice of such revocation. Every licensee shall, at such time and in such form as the superintendent of banks shall direct, make to him a written report, under the oath of one of its officers or managers residing in this state, showing the amount of its assets and liabilities and containing such other matters as the superintendent of banks shall prescribe. Such report shall be accessible to the public at all reasonable times. Failure to make such report shall be subject to the penalties prescribed by section twenty-two of this chapter, and any false statement contained in such report or in any other sworn statement made to the superintendent of banks in pursuance hereof shall constitute perjury. The books and assets of every licensee hereunder shall be subject to the inspection, supervision and examination of the superintendent of banks, and the officers and managers of such licensee may be required to appear and attend and to testify under oath for the purpose of any such examination as provided by section eight hereof. Nothing herein contained shall be deemed to modify the prohibition of section one hundred and eight of this chapter.

§ 2. This act shall take effect on the first day of September, nineteen hundred and eleven.

APPENDIX XIV.

Laws Prohibiting Use of Word Bank.

A. § 112. **Use of sign indicating bank by unauthorized persons prohibited.** No person engaged in the business of banking in this state, not subject to the supervision of the superintendent and not required to report to him by the provisions of this chapter, shall make use of any office sign at the place where such business is transacted, having thereon any artificial or corporate name, or other words indicating that such place or office is the place or office

of a bank; nor shall such person or persons make use of or circulate any letter-heads, bill-heads, blank notes, blank receipts, certificates, circulars, or any written or printed or partly printed paper whatever, having thereon any artificial or corporate name or other word or words, indicating that such business is the business of a bank.

Every person violating this provision shall forfeit the sum of one thousand dollars. But this section shall not apply to any person or persons engaged in the business of banking prior to October first, eighteen hundred and ninety-two.

B. § 302. **Unauthorized used of term "bank."** Any person engaged in banking in this state, not subject to the supervision of the superintendent of banks, and not required by law to report to such superintendent, who was not engaged in such banking before May twenty-third, eighteen hundred and eighty-five; who:

1. Uses an office sign at the place where such business is transacted having thereon any artificial or corporate name, or other words indicating that such place or office is the place or office of a bank; or,

2. Uses or circulates any letter-heads, bill-heads, blank notes, blank receipts, certificates, circulars or any written or printed paper whatever, having thereon any artificial or corporate name, or other word or words indicating that such business is the business of a bank,

Is guilty of a misdemeanor.

APPENDIX XV.

Law Prohibiting Publication of Misleading Advertisements.

§ 421. **Untrue and misleading advertisements.** Any person, firm, corporation or association or any employee thereof, who, in a newspaper, circular, circular or form letter or other publication published in this state, knowingly makes or disseminates any statement or assertion of fact concerning the quantity, the quality, the value, the method of production or manufacture, or the reason for the price of his or their merchandise, or the manner or source of purchase of such merchandise, or the possession of prizes, rewards or distinctions conferred on account of such merchandise or the motive or purpose of a sale, intended to give the appearance of an offer advantageous to the purchaser which is untrue or calculated to mislead; or any person, firm, corporation or association or any employee thereof, who, in a newspaper, circular, circular or form letter or other publication published or circulated in any language in this state, knowingly makes or disseminates any statement or assertion of fact knowing the same to be false, concerning the extent, location, ownership, title or other characteristic, quality or attribute of any real estate located in this state or elsewhere, or the motive or purpose of a sale of such real estate intended to give the appearance of an offer advantageous to the purchaser which is untrue and calculated to mislead, is guilty of a misdemeanor. Nothing contained in this section shall apply to a sale of real estate at public auction conducted by an *auctioner duly licensed by a city of the first class.

§ 2. This act shall take effect September first, nineteen hundred and eleven.

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* So in original.

APPENDIX XVI

Report Form for Philanthropies

Each question must be answered as fully as possible. If the blank space allowed is not sufficient use extra sheets.

1. Name and address of organization or society.....
.....

2. Name, place of business or home address, and occupation of each officer and director.....
.....

3. Name and address of manager or person in charge of the institution
.....

4. Name and address of agents employed on Ellis Island.....
.....

5. Name and address of each employee of the institution.....
.....

6. State also if any employee has any other occupation, holds a city license or any public office.....
.....

7. Purpose of the society or organization.....
.....

8. If religious, what denomination.....

9. State specifically whether the work is confined to any one nationality, race or creed.....

10. If a home is maintained, state location....., number of floors....., number of beds....., number of attendants.....

11. If conducted for both men and women give proportion of each. Men.....Women.....

12. If other boarding-houses or hotels are used, give the name and address of each.....
.....

13. State fully the charges, (*a*) per meal.....(*b*) per bed..... (*c*) per day, including meals and bed.....(*d*) are beds in single or double rooms or dormitories .....
(*e*) if immigrants are required to work, what reduction is made from rates
.....

14. Are immigrants required, requested, or encouraged to make donations or gifts; state which is the custom.....

15. Give the cost of operating the institution for 1909, $..... and, state the amount received from (*a*) subscriptions from persons other than immigrants, $..... (*b*) from religious or racial or other institutions or bodies, $..... (*c*) from donations or gifts from immigrants, $..... (*d*) from charges to immigrants, $..... (*e*) miscellaneous.....

16. State whether you keep deposits for immigrants.....

17. Do you collect or accept the payment of wages by employers on behalf of immigrants .....

18. If you furnish employment, state (*a*) whether any charge is made
.....
(*b*) if any other employment agencies are used; if so, give name and address
.....

(c) What references are required from employers.....
.....
(d) What record is kept of the immigrant after he is placed at work.....
.....
(e) Are immigrants visited after placed at work.....
How often.....Give name and address of person who makes these visits.....
.....

19. Is a register kept and what facts are regularly recorded.....
.....

20. What facilities are used for communicating with relatives or friends, as telegraph, mail, telephone, personal calls, etc.....
.....

21. Are all immigrants, received by agents at Ellis Island, taken to the institution before being sent to their respective addresses or friends, and what is the charge for this service when no lodging or meals are furnished?
.....
Average length of time detained.....

22. Do you conduct a bank or steamship ticket agency.....
Is there a notary public connected with the institution.....
If so, give the name and address.....
.....

23. What charges are made for transferring baggage.....
.....

24. Do you furnish relief and to what extent do you assist immigrants in the purchase of tickets or other necessaries.....
.....

.....
Name of society or institution.

.....
Signature of person reporting.

STATE OF NEW YORK,
COUNTY OF NEW YORK. } ss.:

.....being duly sworn, deposes and says that.....
is the.....of the.....and that the statements submitted above are true of.....own knowledge.

.....

Sworn and subscribed to before me,
this.....day of....., 191 .

.....

APPENDIX XVII

Rules Prescribed by the U. S. Commissioner of Immigration for Missionaries and Immigrant Aid Societies Represented at Ellis Island.

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1. *Character of work.* Their work must be conducted efficiently, in the interest of the immigrant and not in a manner adverse to the interests of

the United States. Their objects and aims must be essentially philanthropic and they must stand ready to furnish the immigrant with reasonable aid and disinterested advice. They must be prepared actively to assist the Government in protecting immigrants from fraud, loss and abuses of every sort, and must not only report such matters coming to their knowledge, but must make it their business to ascertain whether or not frauds and abuses are being systematically perpetrated in and about New York City on those classes of immigrants in whom they are particularly concerned.

2. *Certain business transactions prohibited.* Missionaries and immigrant aid societies, and officers, agents and employees thereof shall not directly or indirectly engage in any business or transaction which may bring them into conflict with their duties of confidence and trust assumed toward the Government and the immigrants. Included herein is the business of exchanging money and buying or selling or otherwise dealing in transportation tickets on commission or at a profit; also the receipt of commissions or gifts from persons from whom immigrants may make purchases.

3. *Immigrants' Homes.* An atmosphere of friendliness and morality must pervade all immigrant homes and the inmates must be treated with kindness and civility. Homes receiving immigrants of both sexes must have separate quarters for each sex, including a separate sitting-room; also a proper matron. The premises must be kept clean and in good condition and must meet all requirements of the State and municipal authorities. Liquor must not be sold or gambling permitted. Immigrants while at the home shall not be required to perform any services for which they do not receive fair remuneration.

4. *Charges.* All charges must be reasonable and conspicuously posted at the office or such other places as the Commissioner shall designate. They shall be both in English and in the foreign language known to the majority of immigrants frequenting the particular home. They shall be first submitted to the Commissioner for approval both as to form and amount.

5. *Donations.* Homes charging for services rendered shall not solicit or receive donations from immigrants. Homes making no charges may receive voluntary donations but shall not solicit them nor in any way intimate that they are expected.

6. *Immigrants' relatives and friends.* Immigrants on arrival at the home shall be questioned as to the names and addresses of relatives or friends residing in the United States and their replies noted. Those desiring to join them shall be afforded reasonable facilities for doing so promptly, except in cases (to be forthwith reported to the Commissioner) where facts exist showing good reason why they should not be permitted to do so. The person calling for an immigrant shall first prove that he is a proper person to take charge of such immigrant and that the latter desires to go with him. Where immigrants persist in leaving a home under circumstances deemed by its agents improper, the fact should be reported to the Commissioner.

Information concerning the whereabouts of immigrants who have left the home shall be given to relatives and friends applying bona fide therefor. Their names and addresses should be kept and when deemed necessary they may be required to apply in writing for such information.

7. *Employment.* Reasonable effort shall be made to find employment for those desiring it without charge to them or to the would-be employer. A list shall be kept of those immigrants at the home who desire employment,

and the same shall be open to the inspection of would-be employers who shall have first satisfied the agents of the home (through suitable references or otherwise) that they are proper persons with whom to place immigrants. Inquiry shall also be made as to the proposed place of employment, character of the work, wages to be paid, and the term of employment. If therefore the employment is accepted by the immigrant, the employer shall fill out and leave with the home the blank form provided for this purpose by the Commissioner and deliver a copy thereof to the immigrant. Special care must be exercised in the placing of girls, and, except where good references are furnished, investigation shall first be made at the place to which they are to go.

8. *Employment Agencies.* Resort shall not be had to an employment agency until after reasonable effort has been made to place the immigrant directly with some employer without cost to either (as with some proper person calling for a servant at the home). Where an employment agency is necessarily used, the home shall see to it that a fair bargain is made, and where the immigrant is a girl, that she will be surrounded by proper influences. The principal details concerning the employment shall be reported on the appropriate form.

9. *Following up immigrants.* This shall be done to an extent sufficient to satisfy the managers of the homes as reasonable men that the immigrants for whom they are responsible are being well placed. How far such following-up process shall be carried must depend upon the nature of the case. Young girls placed in New York City or vicinity should be visited at least twice during the first three months, and the conditions surrounding them noted; improper conditions to be reported to the Commissioner. Where such a girl resides at a distance from New York City, then evidence as to such conditions should be obtained.

10. *Immigrants' money.* Immigrants shall not be compelled to leave money or other property on deposit after departure; and upon demand all such money and property shall be promptly returned to them. They shall be fully informed as to the existence of the Government Postal Savings Banks and how to deposit money therein. They shall not be advised to send their money abroad for investment or safe-keeping.

11. *Reports to immigration authorities.* Regular weekly reports must be submitted on the form for this purpose provided and such other reports as shall from time to time be required.

12. *Records and books.* Records must be kept showing as to all immigrants and others that come to the home, the following: Name; age; race; ship and date of arrival in port; date and hour of arrival at and departure from home; meals and lodgings taken and all charges; to whom discharged with full address; name of guide; if employed, wages and file number of employer's references; money at any time on deposit and disposition made thereof. Books must be neatly kept, subject to inspection by the Commissioner, showing all financial transactions, including income from (a) business operations, (b) donations, (c) other sources; also expenses, salaries paid, and profits, if any, and disposition made thereof.

13. *Posting of rules. Complaints.* A copy of these rules shall be posted at each home on a conspicuous place, and immigrants desiring to submit com-

plaints shall be informed that they may address them to the "Commissioner of Immigration, Ellis Island."

By ORDER OF THE COMMISSIONER.

Ellis Island, April, 1911.

APPENDIX XVIII

Advice and Information: Reference Form

STATE OF NEW YORK
BUREAU OF INDUSTRIES AND IMMIGRATION
40 EAST 29TH STREET

NEW YORK,.....

This letter introduces.....
who has applied to us for advice in the following matter:
.....
.....
.....

As you have special facilities for rendering service of this nature, we are referring the matter to you with the belief that you will be able to assist
.....

As a reply to this letter kindly fill in the attached blank, tear it off and return same to this Bureau, so we may know the case has come to your attention, and that there will not be any further need for our services.

Yours very truly,

No..... .....

Chief of Bureau.

TEAR OFF ALONG THIS LINE AND RETURN.

.....

No..... Date.....

We have disposed of this matter as follows:
.....
.....

Name of Organization.....
Address .....City.....State.....

APPENDIX XIX

Law Creating Bureau of Industries and Immigration.

Section 151. Bureau of industries and immigration.
152. Special investigators.
153. General powers and duties.
154. Proceedings before the commissioner of labor.
155. Registration and reports of employment agencies.
156. Reports.
156-a. Licensing and regulation of immigrant lodging places.

§ 151. **Bureau of industries and immigration.** There shall be a bureau of industries and immigration, which shall be under the immediate charge

of a chief investigator, but subject to the supervision and direction of the commissioner of labor.

§ 152. **Special investigators.** The commissioner of labor may appoint from time to time not more than twelve persons as special investigators, not more than two of whom shall be women, and who may be removed by him at any time. The special investigators may be divided into two grades. Each special investigator of the first grade shall receive an annual salary of twelve hundred dollars, and each of the second grade an annual salary of fifteen hundred dollars.

§ 153. **General powers and duties.** 1. The commissioner of labor shall have the power to make full inquiry, examination and investigation into the condition, welfare and industrial opportunities of all aliens arriving and being within the state. He shall also have power to collect information with respect to the need and demand for labor by the several agricultural, industrial and other productive activities, including public works throughout the state; to gather information with respect to the supply of labor afforded by such aliens as shall from time to time arrive or be within the state; to ascertain the occupations for which such aliens shall be best adapted, and to bring about intercommunication between them and the several activities requiring labor which will best promote their respective needs; to investigate and determine the genuineness of any application for labor that may be received and the treatment accorded to those for whom employment shall be secured; to co-operate with the employment and immigration bureaus conducted under authority of the federal government or by the government of any other state, and with public and philanthropic agencies designed to aid in the distribution and employment of labor; and to devise and carry out such other suitable methods as will tend to prevent or relieve congestion and obviate unemployment.

2. The commissioner of labor shall procure with the consent of the federal authorities complete lists giving the names, ages and destination within the state of all alien children of school age, and such other facts as will tend to identify them, and shall forthwith deliver copies of such lists to the commissioner of education or the several boards of education and school boards in the respective localities within the state to which said children shall be destined, to aid in the enforcement of the provisions of the education law relative to the compulsory attendance at school of children of school age.

3. The commissioner of labor shall further co-operate with the commissioner of education and with the several boards of education and school commissioners in the state, to devise methods for the proper instruction of adult and minor aliens in the English language and in respect to the duties and rights of citizenship and the fundamental principles of the American system of government, and otherwise to further their education.

4. The commissioner of labor may inspect all labor camps within the state; and shall inspect all employment and contract labor agencies dealing principally with aliens, or who secure or negotiate contracts for their employment within the state; shall co-operate with other public authorities, to enforce all laws applicable to private bankers dealing with aliens and laborers; secure information with respect to such aliens who shall be in prisons, almshouses and insane asylums of the state, and who shall be deportable under the laws of the United States, and co-operate with the federal authorities

and with such officials of the state having jurisdiction over such criminals, paupers and insane aliens who shall be confined as aforesaid, so as to facilitate the deportation of such persons as shall come within the provisions of the aforesaid laws of the United States, relating to deportation; shall investigate and inspect institutions established for the temporary shelter and care of aliens, and such philanthropic societies as shall be organized for the purpose of securing employment for or aiding in the distribution of aliens, and the methods by which they are conducted.

5. The commissioner of labor shall investigate conditions prevailing at the various places where aliens are landed within this state, and at the several docks, ferries, railway stations and on trains and boats therein, and in cooperation with the proper authorities, afford them protection against frauds, crimes and exploitation; shall investigate any and all complaints with respect to frauds, extortion, incompetency and improper practices by notaries public, interpreters and other public officials, and present to the proper authorities the results of such investigation for action thereon; shall investigate and study the general social conditions of aliens within this state, for the purpose of inducing remedial action by the various agencies of the state possessing the requisite jurisdiction; and shall generally, in conjunction with existing public and private agencies, consider and devise means to promote the welfare of the state.

§ 154. **Proceedings before the commissioner of labor.** Any investigation, inquiry or hearing which the commissioner of labor has power to undertake or to hold may by special authorization from the commissioner of labor be undertaken or held by or before the chief investigator, and any decision rendered on such investigation, inquiry or hearing, when approved and confirmed by the commissioner and ordered filed in his office, shall be and be deemed to be the order of the commissioner. All hearings before the commissioner or chief investigator shall be governed by rules to be adopted and prescribed by the commissioner; and in all investigations, inquiries or hearings the commissioner or chief investigator shall not be bound by technical rules of evidence. No person shall be excused from testifying or from producing any books or papers on any investigation or inquiry by or upon any hearing before the commissioner or chief investigator, when ordered to do so, upon the ground that the testimony or evidence, books or documents required of him may tend to incriminate him or subject him to a penalty or forfeiture, but no person shall be prosecuted, punished or subjected to any penalty or forfeiture for or on account of any act, transaction, matter or thing concerning which he shall under oath have testified or produced documentary evidence; provided, however, that no person so testifying shall be exempt from prosecution or punishment for any perjury committed by him in his testimony.

§ 155. **Registration and reports of employment agencies.** The term "employment agency" as used in this act shall include any person, firm, corporation or association regularly engaging in the business of negotiating labor contracts or of receiving applications for help or labor, or for places or positions, excepting such as shall conduct agencies exclusively for procuring employment for teachers, for incumbents of technical, clerical or executive positions, for vaudeville or theatrical performers, musicians or nurses, and

also excepting bureaus conducted by registered agricultural or medical institutions and, excepting also departments maintained by persons, firms, corporations or associations for the purpose of securing help for themselves where no fee is charged the applicant for employment. All employment agencies other than those herein excepted shall on or before the first day of October, nineteen hundred and ten, and annually thereafter, file with the commissioner of labor a statement containing the name of the person, firm, corporation or association conducting such agency, the street and number of the place where the same shall be conducted and showing whether said agency is licensed or unlicensed, and if licensed, specifying the date and duration of the license, by whom granted and the number thereof. Such statements shall be registered by the commissioner. Every such employment agency shall keep in the office thereof a full record of the country of the birth of those for whom places or positions are secured, their length of residence in this country, and the name and address of the person, firm or corporation to whom the persons for whom such places or positions are secured shall be sent, the occupation for which employment shall be secured, and the compensation to be paid to the person employed. The books and records of every such agency shall at all reasonable hours be subject to examination by the commissioner of labor. Any person who shall fail to register with the commissioner of labor or to keep books or records shall be guilty of a misdemeanor and shall be punishable for the first offense by a fine of not less than ten dollars, nor more than twenty-five dollars, and for every subsequent offense by a fine of not less than twenty-five dollars, nor more than one hundred dollars, or by imprisonment for not more than thirty days, or by both such fine and imprisonment.

§ 156. **Reports.** The commissioner of labor shall make an annual report to the legislature of the operation of this bureau.

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